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ABSTRACT

These hearings present a performance review of and information about the Federal administration of the Runaway and Homeless Youth Act, which assists 169 centers for runaways throughout the country. The centers provide emergency shelter and family mediation for many of the youngsters who run away or who are directed to leave home by their parents. Testimony and prepared statements are presented from several witnesses including personnel from the General Accounting Office Institute for Program Evaluation; the Administration for Children, Youth and Families; a program director; and Datson Rader, writer and researcher. Witnesses' testimony includes a review of 17 programs for runaway youths, an overview of the National Program for Homeless and Runaway Youth, an outline of organizations involved in development and implementation of the National Program for Homeless and Runaway Youth, and recommendations for financial support of the program. An extensive appendix contains supportive letters, newspaper articles, a facsimile guide for helping runaway youths in transportation centers, and excerpts from a report on runaway youths published by the National Conference of State Legislatures. (AG)

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OVERSIGHT HEARING ON RUNAWAY AND HOMELESS YOUTH PROGRAM

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HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, D.C. ON
MAY 5, 1982

Printed for the use of the Committee on Education and Labor

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OVERSIGHT HEARING ON RUNAWAY AND HOMELESS YOUTH PROGRAM

WEDNESDAY, MAY 5, 1982

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 10:05 a.m., in room 2261, Rayburn House Office Building, Hon. Ike Andrews (chairman of the subcommittee) presiding.

Members Present: Representatives Andrews, Corrada, Williams, and Coleman.

Staff present: Gordon A. Raley, staff director; John Dean, minority senior legislative associate; and Deborah Hall, clerk.

Mr. CORRADA [presiding]. Good morning, ladies and gentlemen.

Pursuant to its responsibility for the Runaway and Homeless Youth Act, the Subcommittee on Human Resources convenes this morning to review the performance and Federal administration of the Runaway and Homeless Youth Act.

This program currently assists some 169 runaway centers throughout the country to provide emergency shelter and family mediation for many of the youngsters who run away or who are directed to leave home by their parents. I am informed that, according to recent research, there are over 700,000 cases each year.

In 1974, Congress established the runaway youth program. It has been reauthorized twice since then, most recently in 1980. Today we would like to find out how the program is working and how the law is being implemented. We want to learn more about the problem and hopefully how we—not only as Members of Congress but citizens as well—can contribute to a solution.

We have several witnesses to help us with our task. We have asked the General Accounting Office to review the programs and report their findings to us. Officials from the Administration for Children, Youth, and Families are with us to provide the Federal perspective.

A program director from Galveston, Tex., will represent the more personal aspects of the day-to-day operation of the centers.

Finally, Mr. Dotson Rader, a writer who has done considerable research and interviewed many children who are actually on the run, will be with us to share his views. He recently completed a very moving article for Parade magazine.

With these objectives in mind, let me call our first witness, Mrs. Eleanor Chelimsky, Director of the Institute for Program Evaluation for the General Accounting Office.

Chairman Andrews of the subcommittee is at this moment meeting with Governor Hunt of North Carolina, but we expect that he will be arriving momentarily.

Also, I would like to state that some of us after 10:30 a.m. will have to be coming in and out as we have a very important markup session for three bills before the full Committee on Education and Labor that we have to report before the May 15 deadline. Among others, by the way, is the reauthorization of the American Conservation Corps of 1984, which was a program that last year was totally defunded and that we are hoping, through this markup session later today in the Committee on Education and Labor, will be authorized.

The program, may I say, is quite important for the youth of our country as well.

So we welcome the first witness. Mrs. Chelimsky, will you please proceed with your statement?

[The prepared statement of Eleanor Chelimsky follows:]

PREPARED STATEMENT OF ELEANOR CHELIMSKY, DIRECTOR, INSTITUTE FOR PROGRAM EVALUATION, U.S. GENERAL ACCOUNTING OFFICE, WASHINGTON, D.C.

Mr. Chairman and members of the committee, we are pleased to be here today to discuss the National Runaway and Homeless Youth Program authorized by title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. Last October, that is seven months ago, you requested GAO to observe the program's local operations and delivery of services in order to answer the following questions:

Who participates in the program?

What are the services it offers?

What is the center environment?

What do participants, service providers, and community people think about its services and operations?

Having reviewed 17 of the 169 runaway and homeless youth centers funded by the program, our intention today is to give you answers to these questions for the sites we visited.

THE PROBLEM OF RUNAWAY AND HOMELESS YOUTH

Running away from home, is of course, a family problem with venerable roots in American traditions. for generations now, young people have been running away from their families for a variety of reasons: perhaps because general conditions in the home seemed to be or actually were intolerable, extending in some cases to pervasive neglect or abuse; or because specific family arguments, school-related troubles, or peer group problems triggered immediate, overwhelming, adolescent crises; or because dreams of adventure and escape suddenly became irresistible. On the other hand, running away has sometimes been part of a larger pattern of delinquent behavior or the result of mental or emotional disorders. Running away, therefore, may reflect a number of very different situations. Depending on its cause and on other behavior associated with it, running away can be "a cry of pain, or a sign of health seeking surface" [1]; a one-time thing, or part of a pattern of repeated acts; a point in a normal development process, or a signal of delinquent (or pre-delinquent) behavior.

In addition to being a family problem, running away has now also become a societal problem because of the increase in the number of runaway youths, and the likelihood both of their victimization and of their delinquent activity. According to the director of the Runaway and Homeless Youth Program, recent estimates of the number of runaway and homeless youth nationwide range between 733,000 and 1,300,000. Alone and without resources, often emotionally perturbed, they risk being

[1] Lillian Ambrosino, "Runaways" (Boston: Beacon Press, 1971).

victimized or becoming involved in prostitution and in forms of delinquency which involve major costs to the youths themselves, to their futures, to their families, and to society.

Runaways are not the only youth at risk on the streets, however. A second group, often called "pushouts" or "throwaways", is comprised of youth who have been forced out by their families. Having no place to return to, these youth are indeed homeless. Like the runaways, this group includes those who have been neglected or abused, and who risk being victimized and drawn into delinquent behavior.

These youth present a different situation from that of many runaways. Reuniting them with their families may be neither possible nor desirable. It may be much more difficult to find permanent solutions to their problems given that the very fact of their homelessness may indicate a troubled family, and that, as a consequence, their families may not want to take part in efforts to improve the youths' situation.

The present numbers of runaway and homeless youth must be considered in the context of current rates of juvenile crime which increased prodigiously between 1960 and 1976 and have not yet abated. Insofar, then, that running away and homelessness can be both manifestations and immediate causes of delinquency and/or an indication of a troubled family, many people who think that "the family is of great importance in the healthy development of children," [2] also believe that this is an area of choice for intervening, both to prevent victimization and delinquency, and to increase family stability.

The fact that the problem is as ambiguous as it is, however, argues for certain criteria to be used in specifying an intervention or a program to cope with it. For example, since running away can be a symptom of either normalcy or deviance, a program would need to have flexibility to recognize the spectrum of possibilities involved, to identify the particular problems presented by each case, and to take appropriate action in the best interests of youth, family, and society. For another example, both the high costs of involving the criminal justice system and the number of non-delinquent motives for running away, point up the logic of locating a program outside the justice system, but making it capable of triggering judicial, mental health and social service processes in case of need. Finally, the fact that some homeless youth have been forced out by their families implies that placements outside the home need to be available, and that it may not always be possible to serve them adequately in the same short period of time as runaways.

THE NATIONAL RUNAWAY AND HOMELESS YOUTH PROGRAM

The Congress considered these and other criteria when it established the National Runaway and Homeless Youth Program under the Runaway Youth Act of 1974. As amended in 1980, the Act, Public Law 96-509, authorizes grants to public and private nonprofit agencies or networks of agencies for new and existing community-based programs that address the immediate needs of runaway and homeless youth and their families, including a national communication system along with technical assistance and short-term training for staff. The program is operated outside the juvenile justice system by the Youth Development Bureau, which is part of the Administration for Children, Youth, and Families in the Department of Health and Human Services (HHS).

The current authorization level of the amended act is $25 million. Centers are located throughout the 50 States, the District of Columbia, and Puerto Rico. For fiscal years 1978 through 1981, Federal appropriations were $11 million annually, the number of funded centers varied from 158 to 169, and the number of youth temporarily sheltered or served by these centers (according to HHS figures) rose from 32,000 in fiscal year 1978 to 45,000 in fiscal year 1981. The number of one-time Drop-in clients increased from 119,000 to 133,000 over roughly the same period. The national 24-hour toll-free hotline assisted approximately 200,000 youths and their families in fiscal year 1981.

The program is thus a small effort, involving only a tiny fraction of the Nation's youth and only 3 to 6 percent of the Nation's runaways. Given the low level of program funding, given the likelihood that program funding will not be increased, and given the gravity of the societal problem addressed, it seemed extremely important to know whether the program is in fact serving that youth population intented by Congress to receive services under the Act, and who are, by definition, the most likely to benefit from the prescribed activities and environment of the centers specified by the Congress.

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[2] National Advisory Committee on Criminal Justice Standards and Goals, "Report of the Task Force on Juvenile Justice and Delinquency Prevention," USGPO, 1977.

The program participants

Reviewing the legislation shows that the Congress is particularly concerned about juveniles who, without resources or shelter, face the dangers of living on the streets. This includes youths who are away from home without parental permission and youths who have been pushed out or who are running from physical or sexual abuse. The Congress hs also recognized that many of these youths stay within their own communities rather than running across the country.

The program's services

The Runaway and Homeless Youth Act is based on the belief that runaway and homeless youths urgently need temporary shelter and counseling because of their age and situation. These services are therefore specified under the Act. It also specifies that deciding to return youths to their parents or relatives must be made according to the best interests of the child and that, therefore, alternative living arrangements must sometimes be made. The legislation places emphasis on contacting a child's parents or relatives if this is required by State law, reuniting children with their families, and encouraging the resolution of intra-family problems through counseling and other services. Finally, the Act also prescribes aftercare counseling, although it does not specify the mix of service offerings during and after the shelter period.

The program's environment

The Congress specifically required that the system of temporary care it envisaged be developed outside the law enforcement and juvenile justice systems in order that the problems of runaway and homeless youth not swell the caseloads of police and judicial authorities overburdened with other tasks. In addition, by authorizing the funding of locally controlled, community-based facilities outside the juvenile justice system, the Congress provided that informal cooling-off periods for youths and their families might help strong feelings to subside with the least possible stigma, and the smallest possible hiatus in their lives.

Under the Act runaway and homeless youth centers are to be located in areas youths can easily reach. They are to have a capacity of 20 beds. The ratio of staff to clients must insure adequate supervision and treatment. Staff are to develop relationships with law enforcement and other social service and welfare personnel. Referral services to community agencies are an allowable cost. The Act specifies no control by the Federal Government with regard to the staffing decisions of the facilities that receive funds.

HIGHLIGHTS OF GAO'S FINDINGS

GAO's review of 17 runaway and homeless youth programs is based on two sources of information. The first is statistical data from 16 sites in operation during program year 1980 (July 1, 1980 through June 30, 1981); the second is interview and observation data collected during January and February 1982 at these 16 centers and one newly established site. The centers we visited included 11 programs with their own center-run shelters, 3 programs in which clients resided with host home families in the local area, and 3 programs with a combination of both.

Highlights of our findings include the following:

A majority of the youths were: (a) first-time clients who had not been previously sheltered by the center, (b) from the immediate geographical area in which the center is located, (c) referred to the center by professional service providers, that is social service agencies, juvenile justice authorities, police, and school personnel, and (d) accompanied to the center by service providers, parents and relatives.

Center staff and others in the community reported that the three most pressing client needs were shelter, counseling and family involvement. These needs were met by all centers.

The number of youths sheltered at each center we visited varied greatly. The 3 host home programs sheltered 19, 29, and 259 youths during program year 1980. The 13 center-run shelter programs sheltered from 52 to 617 youths, with an average of 259 clients per center.

Fifty percent of the youths sheltered by the centers last year returned to their immediate family or other relatives.

In 12 of the sites only 50 percent or fewer of the centers' clients received aftercare services.

The majority of centers seemed to be well-kept, clean and adequately (but not luxuriously) furnished.

Program strengths identified by youth, parents of former clients, community members and center staff included: The existence of a shelter program; counseling

and crisis intervention services; family involvement; and the positive characteristics of center staff.

Program *weaknesses* identified by community people and center staff included: Limited shelter capacity; not enough staff; and limited professional experience and training of some staff members.

Most parents of former clients believed that their family problems would not have been resolved if the centers had not been there to help them.

METHODOLOGY

We produced these findings using a methodology called the Program Operations and Delivery of Services Examination (PODSE). This approach is designed to provide descriptive information rapidly to the Congress on federally-funded service delivery programs. We have used it to find out how the program operates at various local sites. Having been developed from HHS' Service Delivery Assessment concept, this GAO methodology involves:

(1) Selecting a small judgement sample of local sites, but one which is large enough to contain examples of the diversity which exists; as a result, the sample contains a mix of large programs and small programs, urban programs and rural programs, sites with different facilities, etc.;

(2) Obtaining information from a variety of people directly involved in providing and receiving services;

(3) Developing a fairly intensive description of the program operations, services and clients within a site as well as allowing contrasts across sites;

(4) Employing methods of date collection and analysis that allow both the study and its findings to be replicated at the same sites by other evaluators.

The 17 runaway and homeless youth centers we examined are located in 12 states—we have listed them in an appendix to this statement—and differ in many ways, including their residential facilities (whether center-run shelters or host home programs or some combination of both), years of operation, and changes in Federal funding level. We excluded New York and Los Angeles because of related work we are doing teenage prostitution in these cities.

We collected our information systematically from structured interviews of youths, parents of former clients, center directors, counselors, volunteers, board members, police and school personnel, and social service, juvenile justice, and other agency personnel associated with each of the centers. Some of the statistical information we collected came from a questionnaire we mailed in advance of our visits. Two-member teams of GAO evaluators conducted interviews and observations in two-day visits to each center. In all, we interviewed a total of 353 people. The names of parents, police, school, and referral agency personnel were given to us by center staff. Although we cannot generalize to the program as a whole using PODSE, we are able to describe how the program operates at a set of local sites chosen carefully to reflect the diversity of the program.

OUR FINDINGS

Findings from our review of the 17 runaway and homeless youth centers are organized under the four topical areas derived from the Subcommittee's questions. These are: participant characteristics, services, center environment and perceptions of participants service providers, and community members regarding program services and operations.

Participant characteristics

Who were the clients?

As Congress recognized in 1980, many runaway and homeless youth stay within their immediate geographic area. Last year, 72 percent of the 3673 clients sheltered by the centers we visited were from the immediate geographic areas served by the centers. Although the centers we visited in Miami and San Francisco had the greatest percent of out-of-state participants, only one-fifth of their clients came from outside their State borders. Thus, even in Miami and San Francisco which have the reputation of drawing runaways from afar, 80 percent of the youths served by these centers were from the immediate geographic area.

What were the centers' admission criteria?

All 17 centers we visited reported that they immediately admitted youths if the youths' age and situation were considered appropriate by center staff. All the centers accepted youths up to the age of 18 although centers differed as to the minimum age of youths they admitted. Twelve centers served youths under the age of

13; one had 14 as its minimum age. The 71 clients in our interview sample ranged from 12 to 18, with the majority being 15 or 16 years old. Of the three 18-year-old clients, one was a current client and the two others were former clients.

Directors at all sites reported that there were various types of youths who they typically excluded from shelter. The three most common categories of excluded youths were those with severe emotional problems (e.g., psychotic), drug addicts, and those dangerous to themselves and others (i.e., violent and suicidal). Center staff reported that these youths were then referred to other agencies.

How many clients had been sheltered before?

At the centers we visited, only 20 percent of the clients had been sheltered by the program before. Estimates of the percent of repeat clients at each of the sites ranged from a low of 1 percent to a high of 40 percent. Of the 71 clients we interviewed, 72 percent were being served by the centers for the first time.

What was the incidence of physical or sexual abuse and neglect?

As noted in the legislation, many of the runaways may be running from physical or sexual abuse. Staff estimates of the percent of clients who were physically abused varied widely across all centers. At the majority of sites, however, the estimates of physical abuse ranged from 20 percent to 40 percent. Staff estimates of the percent of clients who were sexually abused were lower than estimates for those believed to be physically abused. Staff estimates of youth believed to be sexually abused again varied widely across all sites. At a majority of centers, the percent was estimated at 5 percent or less. In addition to physical and sexual abuse, clients may also be victims of parental neglect. Center staff at approximately two-thirds of the sites we visited estimated the percent of neglected youths to range from 14 percent to 35 percent. Estimates for the remaining sites ranged from 50 percent to 100 percent.

How had clients learned about the center?

Staff at almost all the centers wer visited reported a change in the pattern of client referrals over the past few years. Major changes noted were fewer self-referrals and more referrals from both social service agencies and school personnel.

According to staff, clients who were self-referred or referred by family and friends accounted for a majority of the sheltered youths at only 2 of the centers we visited. (Across sites, these referrals ranged from 10 percent to 75 percent.) In contrast, referrals by professional service providers (e.g., social service agencies, juvenile justice authorities), police and school personnel accounted for a majority of the clients at 12 centers. (Across sites, these referrals ranged from 25 percent to 85 percent.)

From interviews with clients we learned how they first found out about the center and who, if anyone, accompanied them there. Of the clients we interviewed, 51 percent had learned about the center from professional service providers, police, and school personnel. The remaining 49 percent had heard about the center on radio or television, from a hotline, or from parents or friends. About 33 percent of the clients in our sample had actually been brought to the center by professional service providers, police and school personnel, 28 percent arrived by themselves, and 21 percent had been accompanied by parents or relatives.

The clients referred by professional service providers included both their own clients and youths or parents who called in asking for assistance. All the providers referred youths for shelter but only 33 percent referred youths for drop-in counseling as well. In the event the shelter was full, professional service providers, police, and school personnel at the majority of the sites most frequently said they would refer runaway and homeless youths to social service agencies, local emergency shelters, juvenile detention, or return them to their parents.

Summary of participant characteristics

Our findings with regard to program participants are that:

The majority were from the immediate geographical area surrounding the centers.

Most centers excluded psychotic and violent youths, along with drug addicts.

Participants tended not to be repeaters; they were first-time clients who had not previously been sheltered by each of the centers.

At the majority of sites, staff estimates of abused and neglected clients were: physically abused, 20 percent to 40 percent; sexually abused, less than 5 percent; neglected, 14 percent to 35 percent.

At a majority of centers, 50 percent or more of the clients had been referred by professional service providers—that is, by social service agencies or juvenile justice authorities—or by police and school personnel.

Services offered

Center staff and others in the community—that is, personnel from social service agencies, the juvenile justice system, police departments and the school system—reported that the centers met the most pressing needs of clients by providing shelter, counseling and family involvement. Most of the centers also provided directly or by referral, youth advocacy, medical assistance, legal counseling, vocational counseling, drop-in counseling, clothing, transportation, followup and aftercare, placement, a 24-hour hotline, and a variety of outreach activities including speeches, school contacts, and advertising. Staff at 9 centers conducted outreach activities on the streets where runaway and homeless youth were likely to be located.

All centers provided meals for clients as part of the shelter services. The sheltered clients we interviewed at 14 of the 17 centers reported receiving at least three meals per day. Youths at two sites said they received two meals a day. Only drop-in clients were interviewed at the remaining site; they did not receive any meals.

Last year, 14 centers served 2,435 drop-in clients who were not sheltered and 10,104 phone clients. The numbers of drop-ins at each of these centers ranged from 10 to 742, with an average of 174 clients per center. Phone clients at these centers ranged from 62 to 4066, with an average of 722 per center.

Last year, the centers in our sample sheltered 3,673 youths, with the number varying greatly across centers. Eight percent of these clients were sheltered by the 3 host home programs included in the sample. The host home programs sheltered 19, 29, and 259 youths. The remaining centers sheltered from 52 to 617 clients, with an average of 259 clients per center.

What was the average length of stay?

Runaways and homeless youth were sheltered for varying lengths of time. Runaways stayed an average of 15 days or less; at 8 sites they stayed an average of one week or less. Homeless youth, however, presented a different picture, largely because of the different problem they represented. Almost all the centers served homeless clients. At 11 centers, the average length of stay among homeless youth was 15 days or less, with 4 centers reporting an average of one week or less. Four other sites, however, reported an average length of stay in the range of 25–32 days. These latter four sites were located in a mix of urban and suburban cities of varying size.

How did the centers involve the family?

As stated in the legislation, Congress places particular emphasis on the ability of the centers to reunite children with their families and encourage the resolution of intrafamily problems through counseling and other services. In fact, the centers attempted to involve families in crisis resolution in a variety of ways, as reflected in a statement by the center director who said, "A kid in trouble is a family in trouble. We do everything in our power to involve the family."

Family involvement began with the centers' initial contact. Almost all centers reported they attempted to obtain parental permission to shelter a young person. The policy at all centers was to contact a parent or guardian within 24 hours of a youth's arrival. Nine centers had a policy of calling within 3 hours. When we interviewed parents of former clients, 44 of 51 parents recalled the timeframe in which they had been contacted by the center. Forty-three of the 44 said they were aware of their child's arrival at the shelter within 24 hours.

Although the initial call had no set format, several topics were common across centers. A majority of centers attempted to set up an appointment with the family during the initial call. At this time, many centers also told the parents their child was safe, explained the program, and began exploring the problem from the parent's point view.

Centers varied greatly in the percent of clients whose parents participated in family counseling. The percent of participating parents ranged from 6 percent to 98 percent. At 13 of the sites, the range was 29 percent to 75 percent. Of the 51 parents of former clients we interviewed, 92 percent had met with center staff; 55 percent had met with center staff at least four times. (The high rates of participation among our sample of parents may reflect the inherent bias in the selection process. As noted earlier, parents' names were given to us by center staff.)

Family counseling obviously depends upon the participation of both clients and parents. In fact, one center director commented that the client's willingness to participate in family counseling was a prerequisite for shelter. Staff at a majority of centers reported that during the shelter period, clients were basically interested in resolving their families difficulties, with one head counselor noting that most youths

"have a hunger to resolve family problems." for abused and homeless youths, however, the interest in resolving family problems was more varied.

What were the components of family counseling during the shelter period?

At the centers we visited, family counseling during the shelter period had several components, including crisis intervention (e.g., getting the problem under control and reducing the tension in an emotionally charged situation), problem identification, efforts to improve family communication, and provision of referral sources for extended family counseling. Specific areas addressed in family counseling included drawing up goals and contracts, getting all parties to talk with one another, and reuniting the family.

Fifteen of the 17 centers reported that staff typically met with participating families at least twice during the shelter period. Six of the 15 centers typically met with families four or more times during the shelter period.

At the centers we visited, youths and family members also had access to one another during the shelther period. At all centers in our sample, parents were able to call or visit their children. At the 6 sites where the shelter or host home location was unknown to parents, they were able to make arrangements to visit their children at a "neutral" site or at home. At all centers except for one host home program, clients were able to call their parents at any time or with permission

What counseling services did participants receive during the shelter period?

According to staff, counseling had two main goals—improving participants' coping and living skills and reuniting the family whenever possible. The three types of counseling available during the shelter period were individual, group, and family. The mix of counseling services received by each client was dependent upon a number of factors: the severity of the client's problem, length of stay, the number of clients in residence, and the family's willingness to participate. Center staff at the 17 sites we visited reported that clients typically received at least three individual counseling sessions per week. At 11 sites, staff reported that some clients may have received as many as seven or more individual counseling sessions per week.

Almost all the clients we interviewed reported receiving individual counseling during the shelther period. A majority had already participated in at least 3 counseling sessions at the time we interviewed them. Clientas at 10 sites said individual counseling was available as often as they needed it. Six clients at 2 centers, however, said they had no been counseled individually.

Group counseling was typically available at all but two sites. The number of group counseling sessions in a typical week varied greatly across centers. Some conducted one to four group sessions per week; others, five or more. Family counseling was available at all sites. Staff reported that in a typical week they held at least one or two family counseling sessions for each client whose family was willing to participate.

What happened to clients after they left the shelter?

At all sites we visited, center staff reported that all involved parties—the client, the family, center staff, and agency personnel—typically participated in placement decisions. At a majority of sites, between 52 and 97 percent of the clients were placed with their immediate family or other relatives last year. At four centers, placements with immediate family or other relatives ranged from 21 percent to 46 percent of the clients. Overall, 50 percent of the clients were placed with their immediate family or other relatives. The most frequently used alternative placements included foster homes, group homes, and independent living.

At 11 of the 17 sites we visited, directors and head counselors stated that placement options were insufficient in their geographical areas. They mentioned gaps in long-term placement options slightly more often than gaps in interim placement. Other specific gaps they mentioned included foster homes, group homes, and specialized facilities such as homes for emotionally disturbed youth. Most centers that reported long periods of residence for homeless youth especially noted the insufficiency of placement options for their clients.

When clients who had been sheltered left the center, a varied number received follow-up and aftercare services from the centers. Follow-up included safe arrival checks and phone calls to determin the youth's progress and condition. Half the centers estimated that at least 75 percent of their clients received follow-up services. A third of the centers estimated that 50 percent or fewer of their clients received these services.

Center staff also estimated the receipt of aftercare services. As defined in the regulations, aftercare services are designed to alleviate the problems that contributed to a youth's running away or being homeless. Center staff at three-quarters of the

sites we visited estimated that 50 percent or fewer of their clients received these services. Staff at three sites, however estimated that 75 percent of their clients received aftercare services from the center staff.

Similarly, the rate of family participation in aftercare counseling was quite varied. Eight centers typically met with participating families 2 or more times following the shelter period, but nine centers estimated that their meetings with families were limited to at most one session. Centers also may have referred clients to other agencies for aftercare services. We do not have information on the percent who availed themselves of these services, however.

Although center staff believed that the most pressing need of the client following the shelter period was for counseling, they reported that numerous problems existed in providing it. The problems most frequently reported were lack of staff, family refusals to participate, and clients' and/or families' leaving the local area.

Staff at all centers reported instances in which clients had run from the center. These instances included clients' leaving overnight and then returning or leaving without returning at all. Eleven centers estimated an average of one or fewer instances of "running" per month. The remaining six center estimated 2 or more instances per month. The highest estimate of running was 12 per month from the center that sheltered 617 youths last year, the highest number among the sites we visited. The director of this site, located in a large urban community, noted that most of these clients did not stay on the streets but lived with friends in the local area. According to staff, reasons for running included restrictive house rules, arguments with parents, and dissatisfaction with anticipated placement.

When a client runs from the center, all sites said they notified the parents or guardian. Staff at 15 sites aid they also notified the police. The majority of sites said they also contacted others such as social workers and probation officers.

At 14 of the 17 centers we visited, police or centers directors reported an average of one or fewer instances per year of clients' being arrested for offenses committed while in residence at the shelter. At 7 of these centers, no instances of arrests were reported. At each of the remaining three sites, the police and center directors differed in their estimates. The estimates at these latter sites ranged from 1 to 6 arrests per year. Client offenses included trespass, assault, shoplifting, car theft, and breaking and entering.

Summary of program services

Our findings with regard to services offered are that:

Centers met the three most pressing needs of clients by ensuring shelter, counseling and family involvement.

The number of youths sheltered at each center last year varied greatly with the 3 host homes programs sheltering 19, 29 and 259 youth and the remaining centers averaging 259 clients each.

On the average runaways stayed 15 days or less in all sites, but homeless youths stayed 15 days or less only in 11 saites. At four sites, homeless youths averaged 25 to 32 days in their length of stay.

All centers had a policy of contacting a parent or guardian within 24 hours of a youth's arrival and interviews with parents of former clients indicated that in almost all cases this policy was implemented.

Individual and family counseling was available to clients at all centers, and group counseling was available at most sites.

Fifty percent of the youths sheltered by the centers returned to their immediate family or other relatives.

At the majority of sites, centers staff stated that placement options, particularly long term placement services, were insufficient in their geographical area. Most of the sites that reported long periods of residence for homeless youth especially noted this problem.

At the majority of sites, only 50 percent or fewer of the centers' clients recieved aftercare services; yet aftercare is considered of major importance as defined in the program regulations.

Staff estimates of the frequency of clients running from the center varied from one or fewer instances or running per month at 11 centers, to two or moree instances or running at the remaining 6 centers. Reasons for running included restrictive house rules, arguments with parents, and dissatisfaction.

At 14 centers police or center directors reported an average of one or fewer instances per year of clients' being arrested for offenses committed while in residence at the shelter.

Center Environment

For our review, we examined three components of the center environment—physical characteristics of the center, house rules and procedures, and the staff.

What were the physical characteristics of the centers?

The majority of center facilities visted seemed to be well-kept, clean, and adequately (but not luxuriously) furnished. Three centers were considered to be run-down but habitable. All center-run shelters but one met the required capacity of 20 children. Five center-run shelters held 6 to 8 beds and eight held 10 to 14 beds. One had 24 beds. Boys and girls had separate sleeping rooms in all shelters and host homes we visited

Centers also varied in the number of beds per room. The centers had 2 to 8 beds in each sleeping room; three had a maximum of 2 beds in each room; one center had one bedroom with 8 beds and another with 16. All centers had limited space for clients' personal belongings, varying from one or two bureau drawers for each clients to whole bureaus and shared closets for each clint.

Local public transportation to the centers was available for 15 of the 17 centers. The two other centers were in rural areas without local public transportation.

What were the centers' rules and procedures?

With one exception, all centers we visited had written rules governing the client's behavior while in residence. The exception was host home program that developed individual rules in consultation with the host home parents

Centers rules covered a variety of topics. Sexual contact was prohibited in all centers that housed boys and girls in the same facility. Other basic prohibitions included those against violence, drugs, alcohol, possession of weapons, and stealing. At a majority of centers, written rules also specified procedures for leaving the shelter, using the phone, receiving visitors, and maintaining personal belongings. At all sites but one, resident clients had to perform daily chores. The remaining site was a host home program that did not permit a youth to remain in any host home for more than one night. Clients at a majority of sites were also required to abide by a daily schedule for waking, eating, attending counseling sessions, returning to the center by a certain hour and going to bed. Although the required activities stretched throughout the day, some staff volunteered that their clients had too much time with nothing particular to do during the period of residence. In effect, the required activities combined with the limited staff available at various times of the week allow for much unstructured client time.

All centers had specific procedures to be followed if a client wanted to leave the shelter for a few hours. All centers required clients to obtain permission from the staff or be accompaned by an adult in order to leave the shelter. Fourteen centers reported using one or more of the following methods to monitor clients while they were away from the shelter—verification of whereabouts during the absence (calling the school, for example), adult supervision, and verification of whereabouts upon client's return (requiring clients to produce ticket stubs, for example).

Rules were presented to clients at intake in the 16 centers with written rules. of these centers, 14 required clients to sign an agreement that they would abide by the rules while in residence. Almost all sites reported imposing extra chores or restrictions (e.g., early bedtime, loss of phone privileges) for rule violations. At 8 centers, staff volunteered that clients were told to leave for serious or continued rule violations. Of the 65 sheltered clients we interviewed, 82 percent said shelter rules were strictly enforced.

Some clients attended local schools while in residence, but attendance rates reported by the centers varied considerably. At three sites, 5 percent to 15 percent attended school; at seven sites, 40 percent to 75 percent attended school; at seven other sites, 80 percent to 100 percent attended school. All sites used public schools, but one site also maintained a campus school.

What were the staff characteristics?

The staff at a typical center included a director, head counselor, counselors, house parents, volunteers, and support personnel. Although the number of paid counselors at each center varied from 2 to 11, the majority of centers had from 4 to 7. Of the fifteen centers was unusual in that all its counseling—both individual and family—was performed by at least 35–40 volunteers working in teams of one peer and one adult counselor for each client.

At the 17 sites we visted, all 105 paid counselors except one had at least a high school diploma or its equivelent. The exception was a high school student serving as a paid peer counselor. Beyond this, 78 percent of the paid counseling staff had at least a bachelor's degree and 26 percent had completed a graduate degree. Of the 52

volunteer counselors identified as most frequently interacting with clients, 52 percent had at least a bachelor's degree. Except for one high school student, all other volunteers had at least a high school degree.

Salaries for paid counselors ranged from $7,400 to $15,300. At the majority of sites, counselors earned $7,400 (less than the Civil Service GS–1 starting salary) to $12,500 (comparable to mid-GS–4 salary). At 3 centers, counselors earned $13,500 (GS–5) to $15,300 (mid-GS–6). The majority of these counselors had at least 3 years of relevant experience.

We keyed our review of staffing patterns at the centers to three times of the day—daytime, evenings, and late night. Center-run shelters had a minimum of 2 or 3 staff on duty during the day and a majority had 6 to 9 on duty weekdays. During evenings, all but one of the center-run shelters had at least 2 staff members on duty. Half of the center run shelters had at least 2 staff on duty late at night, half had only one.

During the week, the staffing patterns for host home centers was similar to those at center-run shelters, but coverage during weekends and late at night was less. Two host home centers had 1 staff member each on duty at these times, but one center only had staff on call during late night hours or weekends. It should be noted, of course, that even if staff were not on duty at host home centers, the host home parents were responsible for supervising the clients in their care.

All host home parents whom we interviewed reported that their main responsibilities were to provide clients with a good home, a place to sleep, food, and clean clothes. Host home parents were required to go through a licensing or screening process. Four centers paid host home parents a per diem of $7 to $13. Host parents at the remaining two centers did not receive compensation at one of these centers, clients were given money daily directly from the program to buy their meals.

In addition to relying on salaried staff and host home parents, all centers also relied on volunteer help. The majority of sites had 1 to 4 volunteers each week; most of the remaining sites had from 5 to 12. As we noted earlier, though, one site relied on 35 to 40 volunteers to perform individual and family counseling. At most sites, volunteers performed some counseling functions—answering the hotline, crisis intervention, and co-counseling under supervision. Other duties frequently mentioned by directors and volunteers included recreational activities, tutoring, and other non-counseling functions such as house maintenance, cooking, and providing transportation.

Summary of center environment

Our findings with regard to the center environment are as follows:

The majority of centers seemed to be well-kept, clean and adequately (but not luxuriously) furnished.

All center-run shelters but one met the required capacity of 20 children.

Except for two centers in rural areas, centers could be reached by local public transportation.

Except for one host home program, centers had written rules governing the client's behavior while in residence, including prohibitions against sexual contact, violence, drugs, alcohol, and possession of weapons and stealing.

All centers required clients to obtain permission from the staff or be accompanied by an adult to leave the shelter.

At the majority of centers, the number of paid counselors varied from 4 to 7, and the number of volunteer counselors varied from 1 to 6.

Among paid counseling staff, 78 percent had at least a bachelor's degree and 26 percent had completed a graduate degree; among volunteer counselors, 52 precent had at least a bachelor's degree; except for peer counselors all counselors had at least a high school diploma or its equivalent.

Salaries for paid counselors ranged from $7,400 to $15,300.

All centers also relied on volunteer help, the majority with 1 to 4 volunteers each week, and most of the remaining having from 5 to 12.

Perceptions of participants, service providers, and community members regarding program services and operations

What were the perceptions of program strengths?

Strengths of the program were indentified by respondents in our sample, and their perceptions naturally reflected the nature of their involvement with the centers. Several strengths were mentioned frequently and included: (1) the existence of a shelter program, indentified by youths and community members such as professional service providers, police and school personnel; (2) counseling and crisis intervention services, noted by youths, staff, and community members; (3) family involve-

ment, reported by youths, parents, and staff; and (4) the positive characteristics of center staff, indentified by youths and staff. Two other perceived strengths were that centers were accessible, mentioned by community members, and that the centers provided a cooling-off period, noted as useful by youth.

We examined perceptions of staff competence in more detail, finding that almost all the clients (96 percent) and all the parents of former clients (96 percent) whom we interviewed said the staff were doing a good job. Parents noted in particular the positive efforts of the staff in helping their children and the ability of staff to communicate well with both youths and parents. The clients felt that their counselors were good listeners and helped them talk about their problems. Similarly 88 percent of the sources of referrals to the centers (professional providers, school personnel, and police) described the center staff as competent. (The remaining 12 percent did not feel they knew the staff well enough to judge.)

Almost all center directors and counselors (94 percent) believed that centers were attacting "the right kind" of staff. These people, along with host home parents and members of the boards of directors, most frequently mentioned the staff's interest in youth as the greatest asset of the staff. In particular, they cited the dedication, commitment, and caring attitude of the staff. Skills in crisis intervention and counseling were the second most frequently mentioned assets of the staff.

In order to provide more details regarding the views of service recipients, we also asked clients and parents of former clients what they would have done if the centers had not existed. Clients most frequently reported that they would have remained on the streets or possibly stayed with friends or relatives. The Parents also believed their children would most likely have remained on the streets. The two other alternatives mentioned most frequently were that the youths would have become involved in the state social service or juvenile justice systems, and/or faced more drastic possibilities such as suicide, drug involvement, or victimization on the streets. In fact, if the centers did not exist, only 7 percent of the clients and 2 percent of the parents of former clients believed that their family problems might have been resolved.

What were the perceptions of program weaknesses?

Program weaknesses were also indentified by some of our respondents. Inadequate funding was frequently mentioned as a weakness by professional service providers, school personnel, and center staff. Youths most frequently named the centers' rules and restrictions as the major weakness of the program. Other weaknesses mentioned included limited shelter capacity and not enough staff. In identifying weaknesses among the staff, center directors and counselors most frequently named the limited profesional experience and training of some staff members.

What improvements were perceived as being needed?

We asked all 353 respondents to suggest ways in which the center in their area could be improved. Although 35 percent had no suggestions the others frequently mentioned the following needed improvements: 1) expansion of outreach and prevention services; 2) more networking with other agencies; 3) physical improvements to the shelter; and 4) increased activities and training for clients during their stay at the center.

Summary of perceptions

Our findings with regard to client, staff and community perceptions about the program are generally favorable. We found that:

Strengths identified by youths, parents of former clients, community members such as professional service providers, police and school personnel, and center staff included the existence of a shelter program, counseling and crisis intervention services, family involvement, and the positive characteristics of center staff.

Weaknesses frequently mentioned by professional service providers, school personnel and center staff included inadequate funding, limited shelter capacity, not enough staff, and limited professional experience and training of some staff members.

Youths most frequently reported that they would have remained on the streets or possibly stayed with friends or relatives if the centers had not existed.

Only 7 percent of the clients, and 2 percent of the parents of former clients we interviewed believed that their family problems might have been resolved if the centers did not exist.

Frequently mentioned suggestions for improving the centers were expansion of outreach and prevention services, more networking with other agencies, physical improvements to the shelter, and increased activities and training for clients during their stay at the center.

CONCLUDING OBSERVATIONS

From our review of 17 centers funded by the National Runaway and Homeless youth Program, we have generally favorable findings in the topic areas posed by this Subcommittee:

Who participates in the program?

In our view, the population served by the 17 centers we reviewed matched that targeted by the statute. That is, the centers served runaway and homeless youth, including those who had been neglected and/or physically and sexually abused, with psychotic, violent, drug-addicted, and recidivist youth referred elsewhere.

What are the services offered?

Program services appeared also to be those anticipated by the statute—shelter, counseling, and family involvement, which, in particular, was well emphasized. However, aftercare was being performed in a more limited way.

What is the center enviorment?

We believe the staff, facilities, and procedures characterizing the center environment facilitated the achievement of program goals. As mandated, the centers we visited operated outside the law enforcement and juvenile justice system. Furthermore, center staff seemed to have developed the relationship with community service personnel (in law enforcement, social services, and juvenile justice) desired by the Congress.

What are the perceptions of participants, service providers, and community people?

Our examination of the perceptions of the 353 people interviewed indicated a favorable view of the importance of the Runaway and Homeless Youth Program and the usefulness of the service delivery it performs.

General findings

Overall findings related to these questions are that:

The participant population appeared to be changing, with fewer self-referrals and more referrals by community service providers There is some incidence of running away from the centers and arrests of clients in residence. Across the sites we visited, 50 percent of sheltered youth were reunited with their family or other relatives.

The 15 day limit for shelter required by the program regulations was met, on the average, for all runaway clients and for most homeless clients, although at four sites the average length of stay for the homeless ranged from 25 to 32 days.

Shelter periods extending beyond 15 days often reflected insufficient interim and long term placement facilities in the center's geographic area.

Finally, we believe that several areas of concern may warrant additional Congressional consideration. First, we found that the direct provision of *aftercare services* is still more the exception than the rule, despite the Congressional mandate. It is not clear, however, whether the limited aftercare is due to the need for more funds and staff, for example, or is the result of the lack of interest in continued participation by parents and youth.

Second, we believe more guidance is required from the Congress regarding the relative emphasis to be placed on different types of *outreach activities*. Center staff engaged in a variety of outreach activities at the sites we visited (including speeches, school contacts, advertising and going out to the "streets" where runaway and homeless youths are likely to congregate.) We raise the following resource allocation questions:

Should the centers' outreach efforts be directed toward obtaining referrals from social service agencies, juvenile justice authorities, schools and parents?

Should the centers by concentrating more of their outreach efforts on contacting directly youths who are "at risk" living on the streets?

Third, the nature of youth activities while in residence at the center is an area of concern. Most days, youths engage in counseling, eat meals, work on placement, perform chores, and, in some instances, go to school. Unstructured time, however, especially on weekends, seemed to be a feature of life in the shelters. We believe that further consideration should be given to how much of this time should be left open for watching television and generally "hanging around" the shelters and how much of this time should be devoted to developing youths' coping and living skills and providing structured recreational activities.

Mr. Chairman, this concludes our statement. We will be pleased to answer any questions that you or the other Subcommittee members may have.

APPENDIX—RUNAWAY AND HOMELESS YOUTH CENTERS WE VISITED FOR THIS REVIEW

Janus House, Bridgeport, CT.
Newton-Wellesley-Weston-Needham, Multi Service Center, Inc., Newton Centre, MA.
Stepping Stone, Concord, NH.
Child & Family Services of New Hampshire, Manchester, NH.
Voyage House, Inc., Philadelphia, PA.
Time Out, Huntington, WV.
Sojourn, Mobile, AL.
Miami Bridge, Miami, FL.
Crosswinds, Merritt Island, FL.
Crossroads, North Charleston, SC.
Macoupin County Youth Service Bureau, Carlinville, IL.
Connecting Point, Toledo, OH.
Family Connection, Houston, TX.
Youth Shelter of Galveston, Galveston, TX.
Youth Emergency Services, Inc., University City, MO.
Huckleberry House, San Francisco, CA.
Tahoe Runaway and Youth Services Project, So. Lake Tahoe, CA.

STATEMENT OF ELEANOR CHELIMSKY, DIRECTOR, INSTITUTE FOR PROGRAM EVALUATION, U.S. GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY BRUCE THOMPSON, GROUP DIRECTOR; BURMA KLEIN, SENIOR ANALYST; AND BRUCE LAYTON, SENIOR ANALYST

Mrs. CHELIMSKY. Good morning, Representative Corrada.

It is a great pleasure for us to be here today to discuss the national runaway and homeless youth program which is, of course, title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

Let me begin, Mr. Chairman, by introducing the people who are sitting with me here at the table. They are GAO evaluators. All of them have been working for a long time in the area of social program assessment. They are: Bruce Thompson, group director; Burma Klein, who is also a senior analyst, and Bruce Layton, who is a senior analyst, all of GAO's Institute for Program Evaluation.

With your permission, I would like, in the interest of time, to summarize the main points of my full statement and request that the latter be made part of the record.

Mr. CORRADA. The full statement of the witness will be included in the record. It consists of 37 pages and an appendix.

Mrs. CHELIMSKY. Last October, that is, 7 months ago, you asked GAO to observe the runaway and homeless youth program's local operations and the delivery of services. We visited 17 of the program's 169 funded centers, having selected 11 which ran their own shelters, 3 which sent youths to reside with host home families in the vicinity, and 3 which presented a combination of both types of facilities.

What I would like to do here today is to give you a picture of how the program operates at the local sites we visited.

This program that we have reviewed is a very small effort as programs go. It is funded at $11 million annually; it serves only a tiny fraction of the Nation's youth—we have about 64 million people in this country who are under 18—and perhaps 3 to 6 per-

cent of the Nation's runaways, now estimated at between 730,000 and 1½ million.

Despite the program's unchanged national funding between 1978 and 1981, the number of centers expanded from 158 to 169 nationwide, and the number of youths sheltered moved from 32,000 to 45,000, which is an increase of about 40 percent. That number does not include drop-in counseling, the hotline, and all the rest; just youths that are sheltered.

But although the program's size is small, it nonetheless addresses an extremely important and difficult problem, one with major consequences both for the society as a whole and for the particular families involved.

The immediate impacts on society result from the likelihood that young people who are no longer shielded by their families may be victimized or may become delinquent. Runaways and homeless youth may or may not have been delinquent before they left home. There are a thousand and one reasons for leaving; some of them are good and some of them are bad. But whatever the reason, the risk of delinquency after leaving is very great given that these youth are often emotionally stressed, that they may be without food, without shelter, without friends.

This situation, of course, also makes them vulnerable to victimization, as all of us know, and both the delinquency and victimization of increasing numbers of young people have made painfully deep and widespread impacts on our society over the past 20 years or so.

For the families involved, the event of running away may be either a last chance—in that it may galvanize the energies of people involved—or it may be the definitive rupture, if no one intervenes, between the youth and his or her family. Sometimes it may indeed be the case that no family solution can be found, especially for youth who have been pushed out or forced from their homes.

But insofar as families can be productively reunited by this program—and that is the ultimate goal of the Runaway and Homeless Youth Act—then the program serves three important immediate objectives: to strengthen the family; to prevent youth victimization; and to avoid swelling the Nation's already very high reported rates of juvenile delinquency.

A program with such objectives needs flexibility, flexibility to recognize the spectrum of possibilities that are involved, to identify the particular problems presented by each case—and, of course, each case can be very different—and to take appropriate action in the best interest of youth, family and society.

Given the target population—which includes youth presenting both normal and abnormal, nondelinquent and delinquent patterns of behavior—and given, therefore, the requirement for a developmental rather than a punitive or stigmatizing approach, the program also needs to be located outside the justice system, while retaining the capability to trigger judicial processes as well as mental health or social service processes when these are, in fact, required.

Finally, a program that serves youth who may, in fact, be definitively homeless, must develop strong ties with service providers in the community and have available various placement options

which may not be needed for those runaways who can shortly be reunited with their families. So it is a small program, but it is also a complex program.

In establishing the present runaway and homeless youth program, the Congress considered these and other criteria. Taken together with the program hearings and the regulations developed by HHS, they provided us the indispensable policy guidance and an operational framework against which we could consider the program's activities.

You asked us to answer four questions about the program:

Who are the participants?

What services are offered?

What is the center environment?

How do participants, service providers, and community members feel about the program's services and operations?

To get this information for you, we used a methodology we call PODSE. That is an acronym that means program operations and delivery of services examination. PODSE allows us to provide rapidly to the Congress rigorously developed, descriptive information. The data collection and analysis methods we use signify that other evaluators can re-do our work and replicate our findings. However, we cannot generalize to the program as a whole, using PODSE. Our answers to your questions, therefore, relate to the sites we visited, sites which were chosen carefully to reflect the diversity of the program in terms of type of shelter, types of services offered, urban or rural character, kinds of facilities, and so forth.

We interviewed 353 people, including center staff, clients, parents of former clients, sources of client referrals, agency staff who work with the centers, police and school personnel. The 17 centers we visited are located in 13 States. The 17 sites are added as an appendix at the back of this statement.

Your first question, then, was: Who are the program participants?

Our review showed that the population served by the 17 centers was well matched to the statute's target population; that is, the centers served runaway and homeless youths, including those who had been neglected and/or physically or sexually abused. Psychotic, violent, drug-addicted youths were typically referred elsewhere. The majority of youths were first-time participants who had not previously been sheltered by the center.

About 72 percent of the sheltered youths were from the immediate geographic area. Even in Miami and San Francisco, which have the reputation of drawing runaways from far away, 80 percent of the youths served by these centers were from the immediate vicinity.

Center staff reported to us that referral patterns have been changing, with fewer self-referrals and more referrals by community service providers. At 12 of the centers we visited, referrals by social service agencies, juvenile justice authorities, police and school personnel, and other such sources accounted for 50 percent or more of the clients. In contrast, self-referrals and referrals by family and friends accounted for a majority of sheltered youths at only two of the centers we visited. Of the clients that we interviewed, about 33 percent were brought to the center by community

service providers, 28 percent arrived by themselves, and 21 percent were brought by parents or relatives.

The centers in our sample sheltered a total of 3,673 youths over the last program year.

The second question was: What services were offered?

Well, program services also appeared to be those anticipated by the statute; that is, shelter, counseling, and family involvement, which, in particular, was well emphasized. However, we found that aftercare was being performed in a much more limited way.

Center staff at the 17 centers we visited said that youths typically received at least three individual counseling sessions per week. At 11 sites, staff reported that some youths may have received as many as seven or more individual counseling sessions per week. However, six youths at two centers we visited said they had not been counseled individually.

Family counseling was typically held at least once or twice a week for each youth whose family was willing to participate. Of the 51 parents of former participants we interviewed, 92 percent had met with center staff; 55 percent had met with center staff at least four times. Group counseling was also available at all but two sites.

Typically, however, we found that counseling could not take up a great deal of the time available during the 15-day shelter period. This often left participants with a lot of unstructured time on their hands in which to watch TV or hang out.

Following the shelter period, 50 percent of the youths were placed with their immediate families or other relatives. When youths left the shelter, followup and aftercare services from the centers were often provided. Followup, which is a kind of immediate service, included safe arrival checks and phone calls to determine the youths progress and condition. Half the centers estimated that at least three-quarters of their clients received such followup services. However, more than half the centers estimated that fewer than half their clients received aftercare services; that is, those services designed to alleviate the problems that had contributed to the youths running away or being homeless in the first place.

Staff at all centers reported instances in which clients had run from the center. Eleven centers estimated an average of 1 or fewer instances of running per month. The remaining six centers estimated two or more per month. According to the staff, reasons for running included restrictive house rules, arguments with parents, and dissatisfaction with anticipated placement.

At 14 of the 17 centers we visited, police or center directors reported an average of 1 or fewer instances per year of clients being arrested for offenses committed while at the shelter. At seven of these centers, no instances of arrests were reported.

Runaways and homeless youths were sheltered for varying lengths of time. The 15-day limit required by the program regulations was met on the average for all runaway clients and for most homeless clients; at four sites, however, the average length of stay for the homeless ranged from 25 to 32 days. Most centers that reported such long periods of residence for homeless youths noted that there were not enough placement options available for their clients.

Your third question was: What was the center environment? We believe the staff, facilities and procedures characterizing the center environment were quite appropriate for achieving the program's goals. As the Congress had mandated, the centers we visited operated outside the law enforcement and juvenile justice system. Furthermore, center staff seemed to have developed the relationship with community service personnel—in law enforcement, schools, social services, and juvenile justice—desired by the Congress.

At the majority of the centers, there were both paid and volunteer counselors. Seventy-eight percent of the paid counseling staff had at least a bachelor's degree and 26 percent had completed a graduate degree. Fifty-two percent of the volunteer counselors had at least a bachelor's degree. Except for peer counselors, all counselors had at least a high school diploma or its equivalent.

The majority of the centers seemed to be well kept, clean, and adequately, but not luxuriously, furnished. All centers but one met the required capacity of 20 children. Except for two sites, public transportation was available to the centers. With one exception, all centers we visited had written rules governing clients' behavior. In order to leave the shelter, all centers required clients to obtain permission from staff or be accompanied by an adult.

Your last question was: How did people feel about the program? Well, based on our interviews, we found that perceptions were very favorable with regard to the importance of the program and with regard to the usefulness of the service delivery it performs.

Program strengths mentioned by youths, parents of former clients, community members and center staff included, first, the very existence of a shelter program; second, counseling and crisis intervention; third, family involvement; and fourth, the positive characteristics of center staff.

Program weaknesses discussed by community people and/or center staff included limited shelter capacity, not enough staff, too much unstructured time, and limited professional experience and training of some staff members. One last, very important, point in this area: The overwhelming majority of both youth and parents of former program participants believed that their family problems would not have been resolved if the centers did not exist. Only 7 percent of the youth and 2 percent of the parents felt that the centers didn't matter. Put another way, 93 percent of the youth and 98 percent of the parents felt the centers had made a critical difference in their lives. Those are quite unusual numbers.

So in summary, how does this all add up? Well, our review has obviously produced quite favorable findings about the runaway and homeless youth program.

We found that the centers were dealing with the populations targeted by the statute, and that they were performing the services the Congress had envisaged. Family involvement was everywhere emphasized; however, we saw that family counseling was possible only when families were willing and that aftercare services were more the exception than the rule.

Fifty percent of the youths sheltered by the centers last year returned to their families. On the average, runaways at all sites and homeless youths at most sites were sheltered and served within the

15-day limit required by program regulations. At four sites, however, the average length of stay for the homeless ranged from 25 to 32 days, in many cases because of inadequate availability of alternative placements.

In their overwhelming majority, once again, both youths and parents of former program participants felt their family problems would not have been resolved without the centers' efforts.

We feel there are three areas of concern, however, that may warrant additional congressional consideration.

First, the restricted nature of aftercare services seems unfortunate to us, because these services may be critical either in alleviating the situation which brought about the problem in the first place, or in preventing future running away and homelessness. But it is not clear whether the limited aftercare was due to the need for more funds and staff, for example, or was the result of lack of interest in continued participation by parents and youths, which is a different kind of problem entirely.

Second, the fact that the majority of clients were from the centers' immediate geographic areas and were brought to the centers by community service providers and relatives raises the question of whether the centers should direct more of their outreach efforts toward making direct contact with youths who are at risk living on the streets. The current trend would seem to suggest that the primary role of the centers is to serve as an adjunct to the social service and juvenile justice systems, and as a safety valve for families in trouble. Now, maybe that is right and maybe that is wrong, but we feel it is a question that needs to be examined.

Third, we raise the issue of whether unstructured time during a client's residence at the center should be left open for watching TV and generally hanging around the shelter, or whether it can instead be devoted to helping youths develop coping and daily living skills, and also perhaps encompass some more structured recreational activity.

This completes my summary statement. My colleagues and I would be happy to respond to any questions you may have.

Mr. CORRADA. Mrs. Chelimsky, the subcommittee is very pleased with the amount of time and the interest devoted by the GAO in responding to our concerns in reviewing the situation as to how these programs operate, and I would like to commend GAO, you, and all the members of the staff that participated in this effort.

Mrs. CHELIMSKY. Thank you very much.

Mr. CORRADA. I believe that essentially you have come up with a very favorable review of these programs.

Let me ask you, in light of that, how many youth are currently being served through this program, according to your studies?

Mrs. CHELIMSKY. Well, it depends on which service you mean. In terms of sheltering, we know there were 45,000 served last year. The number of one-time, drop-in clients who were not sheltered increased from 119,000 in 1978 to 133,000 in 1981; the national, 24-hour, toll-free hotline assists about 200,000 youths and their families every year.

Mr. CORRADA. What percentage would that be of the estimated total of youngsters who are believed to be in need of the types of services provided under these programs?

Mrs. CHELIMSKY. Of course, it is very difficult to say because the estimates are very uncertain. We know that the general estimate given is that there may be 730,000 to 1½ million runaways and homeless youth in the country, and we have no idea whether that is a low estimate or whether it is a high estimate or what. But if they are sheltering 45,000 youth then that is either 3 percent of the total or it is 6 percent of the total, depending on whether you look at the lower bound or the upper bound of that range. It is a very small percentage.

Mr. CORRADA. Well, be that as it may, certainly we can say that we are getting only to a minimal portion of those youngsters who could derive benefits from these programs.

Mrs. CHELIMSKY. Oh, yes. I think there is no question about that.

Mr. CORRADA. On page 3 of your review, you mention groups of youngsters who have not run away but are instead forced out by their families, and you have referred to these youth as pushouts or throwaways.

What percentage, if you can give us some indication of this, of the youngsters being served by the centers you visited would fall into this category?

Mrs. CHELIMSKY. We couldn't get that number. Let me just explain quickly and then pass to Burma Klein here, who visited the centers, so that she can give you a more complete explanation. I asked that question myself.

The problem is that the definitions and the situations are not clear between what a runaway is and what a homeless person is. What happens is that you may have somebody who has run away because he has been pushed out, and therefore he is a runaway, but he is also homeless because he isn't going to be able to go back.

So it makes for very difficult problems of definition, and the centers were unable to give us that estimate generally.

Mrs. Klein, would you like to add something to that?

Mrs. KLEIN. Well, we interviewed 71 clients, and asked the center staff to give us a breakdown as to how many were runaways and how many were homeless. I can give you those figures.

Fifty-eight percent were considered runaways and forty-two percent were considered homeless. But in my conversations with them, they were very uncomfortable with these categories. An example would be an abuse case, where a school official may have noticed the problem, referred it to a social service agency, and in the meantime the child has been away from home intermittently.

This is not a homeless child in the sense of having been pushed out or literally not having a family. At the same time, the child is not really a runaway in the typical sense, either, because intermittently, he is at home. So I think that category system has its problems.

Mr. CORRADA. Would you be able, on the basis of your study, and again I understand that it is difficult to obtain all the classifications, but would you be able to indicate in those centers which you visited what percentage might be youth who had been abused at home?

Mrs. CHELIMSKY. Yes. We got estimates on that, and they were pretty high. At the majority of sites, estimates of physical abuse ranged from 20 percent to 40 percent. Estimates of the percent of

clients who were sexually abused, however, were lower than those, but they were high enough. At a majority of centers, the proportion was estimated at 5 percent or so.

There are also problems of parental neglect, and center staff at approximately two-thirds of the sites visited estimated the percentage of neglected youths to range from 14 to 35 percent.

Mr. CORRADA. Let me ask you a question. Considering what we said before about the minimal amount of youth being served through this program vis-a-vis what is estimated to be the need, could you tell us if those who are served would be considered to be a cross section of the different types of problems and degree of problems that youth may encounter which lead them to run away, or would you tend to believe that those who are being served were perhaps the most critical, exacerbated cases that needed this kind of service?

Mrs. CHELIMSKY. Our study didn't look at that. We have only impressions of the staff who talked to them. We would have had to look at the range and diversity of the problems with which the kids came to the centers, and we didn't do that.

But perhaps Mrs. Klein can speak to that. Would you say it was a cross-section?

Mrs. KLEIN. I do think there are a cross section of problems. One center director I spoke to, in talking about the number of youth who are served who are from the immediate geographic area, mentioned that the more sophisticated, street-wise kids, are running to the larger urban areas like New York and San Francisco. The centers are getting what might be considered some of the more vulnerable kids who didn't feel able to stay on the streets, and would be afraid to do so. We did see a cross section of kids with different problems, including kids from group homes who had run away, kids with drug problems, and kids who had disagreements with their parents.

Mr. CORRADA. You made a point during your statement that in 12 sites only 50 percent or fewer of the centers' clients were receiving or had received aftercare services. Exactly what does aftercare service look like when it is provided, and what are some of the problems in providing such aftercare?

In other words, why do you believe that there might have been these difficulties?

Mrs. CHELIMSKY. That is a very, very important question.

Well, I think first of all that it is important for there to be aftercare because once the destructive time or crisis has passed, that is the one time that perhaps something can be done that is constructive to rebuild a relationship. So it is highly important in terms of the objectives of the program.

Now, the statute speaks of aftercare, but the centers are finding many families and youth who are unwilling to participate. A lot of the families think that, well, they would rather be through with this episode. It reminds them of an unpleasant time in their lives; they would just as soon be doing something else. Sometimes families leave the areas. I think that probably occurs when there have been many, many problems and they just want to turn over a new leaf and go somewhere else.

In other cases, there are no families to participate. You have a lot of homeless youth, so aftercare is precluded by the very fact of the condition of the youth's in the population that you are serving.

Also, it is not clear precisely what we mean by aftercare, so I felt your question was very right. The act speaks of "provision for aftercare," but what is meant? Is it enough that the center refers youths for aftercare, or should the center provide aftercare itself, and if so, how much aftercare is reasonable, given that you have a core service period of only 15 days?

Basically, it is a question of the program's purpose and objectives. If a center is crisis-oriented only, if all the center is supposed to do is immediately smooth down a crisis, then how much aftercare is really needed? How much should they be giving?

We do find that among centers that are successful in providing aftercare, relationships with school personnel have helped. They allowed less obvious follow up. Staff could see whether the child was in school, whether things were stable that was a way perhaps of checking up over a longer period to find out if things are going well.

Staff also met with former participants and checked on progress.

Although it does seem that any aftercare is probably better than none, the question that I had after looking at the results we found was whether perhaps the expectation of what is possible hasn't been too high. Perhaps 100 percent aftercare is clearly not going to be possible, given that you have homeless youths in this program. So perhaps we should just lower our expectations, given the nature of the problem and given the varied target population that we have. But I think it is not really an issue of whether it is needed; it seems to me aftercare is a very important component of the program. I think the Congress was right in mandating it.

The question is: What do we mean by it? What should we say that it is? How much should be given? What is reasonable to expect as a standard?

Mr. CORRADA. Maybe that is an area where definitions of some refinement might be required in perhaps the statute as well as the regulations.

The distinguished chairman of the subcommittee has arrived. As I said before, he had some important and urgent meetings with Governor Hunt of his State, and we are pleased, of course, to have him here.

Before relinquishing the chairmanship to him, very gladly, I would like to recognize Congressman Pat Williams. I will yield to him if he has any questions.

Mr. WILLIAMS. Thank you very much.

Mrs. Chelimsky, would you explain the methodology that was used in your review?

Mrs. CHELIMSKY. Yes, with pleasure. It was a new one that we developed. We based it on the service delivery assessment work that HHS had done. What we wanted to do was make it possible to replicate the findings; in other words, have such a rigorous and systematic development of instruments that we would ask rigorously the same question of everyone, be able to have structured interviews that were performed in rigorously the same way, get interrater reliability of the sort that would make it possible, then, to

have other people go in, ask the same questions and have the same results.

We believe this is the first time that this has been done.

Mr. WILLIAMS. It has been suggested by some that runaway youth use these centers as runaway stepping stones across the country.

Did you see any evidence of that?

Mrs. CHELIMSKY. No, we didn't. As I mentioned earlier, what we especially noticed was the high percentage of youths from the immediate vicinity. We had been expecting to find many more kids from far away. And that, plus the fact that we noticed fewer self-referrals, makes me wonder whether that is at all possible.

I think that basically you are finding providers and families mostly bringing in the kids, and I think they are from around the area. My sense is that they are not using the centers as runaway stepping stones. Would you agree with that, Mrs. Klein?

Mrs. KLEIN. That is right.

Mrs. CHELIMSKY. What about you, Mr. Layton?

Mr. LAYTON. I definitely agree, and in addition, most of the clients that were seen were first-time clients, and that again would indicate that they are not going across the country or coming back to several centers.

Mrs. KLEIN. Another indication I was going to add is that the centers have what I think we would all consider rather stringent rules of behavior. So the adventurer, or the person just looking for a place to stay, would not, I think, find this type of environment one that they would appreciate. I think that is another factor that at least tends to prevent that kind of thing.

Mr. WILLIAMS. You speak of the rules of the center. Did you find any evidence of physical or sexual abuse of the runaways while at the centers?

Mrs. KLEIN. No.

Mr. WILLIAMS. How do the centers involve the families?

Mrs. CHELIMSKY. They call them within 24 hours of a youth's arrival. There are many things that they try to do to make absolutely certain that families are reasssured about where their children are.

We visited several different types of centers and they have different kinds of rules.

Mr. WILLIAMS. If the family is close enough, are they involved in counseling?

Mrs. CHELIMSKY. They have family counseling sessions, yes.

Mr. WILLIAMS. Are they intensive?

Mrs. CHELIMSKY. I think they are. Mr. Layton can comment. My understanding is that they are excellent.

Mr. LAYTON. Although we didn't participate in or see any family counseling directly, the centers varied, with many of them with families willing to participate having two or more counseling sessions with the whole family while the client was in residence.

There were also some centers that had family counseling that extended beyond the residence period as part of their aftercare package.

Mr. WILLIAMS. When you say the counseling was excellent, what do you base that on? What evidence do you have for that if you didn't sit in on any of the counseling sessions?

Mrs. CHELIMSKY. Well, the staff sat in on some counseling in Washington, but not elsewhere. I think the best evidence we have is how the parents and how the clients feel about what was done.

Mr. WILLIAMS. Your judgment, then, is from interviews of the family and of the runaways?

Mrs. CHELIMSKY. Yes. Ninety-eight percent of the parents that we talked to that were involved—it is an extraordinary number—felt that the centers had made a critical difference in their lives.

Mr. WILLIAMS. What is the average length of stay of a runaway in a center?

Mrs. CHELIMSKY. Runways usually depart within 15 days.

Mr. WILLIAMS. Fifteen days. What would be the longest stay?

Mrs. CHELIMSKY. Well, for all of the runaways, the average, was 15 days. The problem they ran into was with the homeless youth, those that had no place to go, and then I think the top was 32 days. They just in some cases had literally no place to send those kids.

Mr. WILLIAMS. Thank you very much.

Mr. CORRADA. Mr. Chairman, I have asked my questions and I am very glad to relinquish the chairmanship to our distinguished chairman.

Mr. ANDREWS. Thank you very kindly, Mr. Corrada. I apologize for being late. Our Governor unexpectedly called a meeting of the entire delegation for 9:30 a.m. I finally left, and he is still there. I regretted to, but we were trying to split the difference the best we could.

Thank you very kindly for being here. I am sorry, again, that I wasn't here to hear all of the testimony, but I am getting the gist of it, at least, and do appreciate your cooperation in working with the program.

Unless there are other questions, we will excuse these ladies and gentlemen and go to Mr. Hodges.

Mrs. CHELIMSKY. Thank you, Mr. Chairman.

Mr. ANDREWS. Mr. Clarence E. Hodges, Commissioner, Administration for Children, Youth and Families, Office of Human Development Services, Department of Health and Human Services. Mr. Hodges?

[The prepared statement of Clarence Hodges follows:]

PREPARED STATEMENT OF CLARENCE E. HODGES, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, OFFICE OF HUMAN DEVELOPMENT SERVICES, U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. Chairman, Members of the Subcommittee, I am Clarence Hodges, Commissioner of the Administration for Children, Youth, and Families in the Department of Health and Human Services.

I am pleased to have the opportunity to discuss with you one of the important services provided young people in this nation, and that is, the National Program for Runaway and Homeless Youth.

Since my confirmation by the U.S. Senate as Commissioner for the Administration for Children, Youth, and Families in December 1981, I have had the opportunity to visit programs for runaway and homeless youth across the Nation, and as a result I am more committed to the need to provide and improve the quality of services through this program. We are all aware of the fact that runaway and homeless youth are a vulnerable part of our young population and it is our intention to continue to operate programs which will effectively address their needs.

The National Program for Runaway and Homeless Youth, as funded by the Administration for Children, Youth, and Families, provides support to State and local governments, non-profit agencies, and coordinated networks of these agencies for

the development and strengthening of community-based programs that address the immediate needs of runaway and homeless youth and their families. The Runaway and Homeless Youth Act requires that these centers be located outside the law enforcement structure and the juvenile justice system. In addition, the statute authorizes funds for a National Communications System to assist youth in communicating with their families and with youth service providers.

The enabling legislation authorizes the provision of technical assistance and short-term training to staff in the funded centers. One important form of that technical assistance and training was through an arrangement with universities called Youth Services Institutes, which offered courses enabling center staff to improve their job performances resulting in a reduction in the rate of staff turnover. These Institutes also developed program manuals for use at the center level, and they have been usefull in assisting local staff in uncovering alternate sources of funding in support of runaway and homeless youth programs. We plan to transfer this technology into the ACYF Regional Resource Centers on Children and Youth in an effort to improve programs.

The number of young people needing services of runaway and homeless youth programs is substantial. The National Statistical Survey on Runaway Youth, conducted by the Opinion Research Corporation found approximately 733,000 youth on the average each year were either runaways or directed to leave home by their parents.

The centers funded under the Runaway and Homeless Youth Act have the responsibility of attempting to reunite runaway and homeless youth with their families or to provide placements in appropriate alternative living situations—for example, foster, group or relatives' homes—for those youth who cannot return home.

Funds administered by ACYF for the support of runaway and homeless youth centers are allocated on the basis of a State formula, as required by the Act. Specifically, the provisions encompass the total youth population under age 18 in each State in proportion to all States. ACYF administers funds through our 10 Departmental Regional Offices, having awarded $10.2 million in grants to 169 centers located throughout the 50 States, the District of Columbia and Puerto Rico in fiscal year 1981. These centers sheltered and provided long-term counseling to approximately 44,000 youth, and a variety of other one-time, drop-in services to approximately 133,000 youth and their families.

In fiscal year 1981 the program was responsible for:

Operating the National Communications System to assist approximately 200,000 runaway and homeless youth in communicating with their families and with youth service providers;

Providing technical assistance and training through a National contract, thereby increasing the expertise of funded programs;

Sponsoring eight grants to coordinated networks of centers and other agencies resulting in increased effectiveness, decreased dependence on Federal funds, expansion of services and increased grantee participation in statewide services planning;

Supporting research and demonstration activities to test new service models and provide a secondary analysis of client data submitted by grantee agencies; and

Participating in collaborative efforts with Federal, State and local units of government and the private, volunteer sectors to improve services to vulnerable youth and their families.

During fiscal year 1982, the centers are receiving continuation funding under a noncompetitive review process based upon satisfactory performance. Similarly, the National Communications System was refunded for one year. In fiscal year 1983, however, the funding process will be somewhat different. While the 42 centers that were funded for the first time in fiscal year 1981 will continue to receive support on a non-competitive basis, the remaining 127 centers—which received support under previous legislation—will apply competitively, along with other applicants seeking support under the act. The grant to support the National Communications System will also be awarded on a competitive basis in fiscal year 1983.

Each of the centers funded funded under the Runaway and Homeless Youth Act during fiscal year 1981 received funding from sources other than the Department of Health and Human Services. Included were combinations of Federal, State, county, and city funding, as well as contributions from the private and voluntary sectors. For example, the budgets of the runaway and homeless youth centers, (funds from all sources) range from $22,730 to $588,841, with an average budget of $165,652. The Youth Development Bureau makes grants directly to the centers which range from $8,500 to $150,000, with an average funding level of $51,694. In 1981, Runaway and Hopeless Youth Act funds comprised about one-third of the average budget for runaway youth centers.

Mr. Chairman, I think it is now appropriate to address the issues of the fiscal year 1983 budget for runaway and homeless youth. I realize that this Subcommittee is particularly sensitive to and concerned about maintaining the quality and quantity of services to runaway youth in the Nation. I want to assure you that I share your concern and sensitivity.

The administration has committed $6.6 million for services to runaway and homeless youth in the next fiscal year. Although this is a lower funding level that in the preceding year, it is in keeping with the resource constraints that all Federal agencies and programs are facing. I emphasize, however, that this does not represent any lowering in commitment by ACYF, the Department or the Administration to the needs of the Nation's runaway and homeless youth. I strongly believe the ACYF, by providing the leadership, guidance and creativity, can preserve the integrity and viability of runaway and homeless youth programs as service providers.

Let me share with you some examples of things which are indicative of effort to overcome the shortfall in fiscal resources at the Federal level.

I am particularly pleased that many centers have made extensive use of volunteers in addressing the needs of runaway and homeless youth and their families. For example, the Bridge Program in Boston uses volunteer doctors and nurses to staff its medical van which travels to the neighborhoods where youth congregate; and volunteer dentists and dental assistants staff a dental clinic. The National Communications System, which operates 24-hours a day, utilizes more than 100 trained volunteers to provide information, referral, and counseling services to the young people and parents who contact it for assistance. Runaway youth centers have an average of 15 volunteers providing counseling and other services to runaway and homeless youth.

We are presently in the process of developing a number of collaborative activities with the ACTION agency. One example is an initiative that utilizes foster grandparents in the provision of aftercare services to runaway and homeless youth.

Mr. Chairman, we have been especially interested in the congressional intent on networking as set forth in the 1977 amendments to the legislation and are pursuing with National, State, and local government organizations and agencies, the creation of mechanisms at the State and local levels for the more effective coordination of efforts to provide services to runaway and homeless youth and their families. We provided funds for eight coordinated networking demonstration projects to assist our grantees in establishing or strengthening formal relationships with other human service providers, legislators, and private and voluntary sectors. We have also entered into a cooperative agreement with the National Conference of State Legislatures to complement the activities underway in the eight demonstrations and to support the decisionmaking capacity of State legislatures in the area of youth services. We expect that this collaborative arrangement with the National Conference of State Legislatures will lead to:

Sharing interdisciplinary information on services to vulnerable youth and their families with State legislatures, State and local governments, and the private and voluntary sectors;

Promoting stronger linkages between programs and State legislatures regarding information dissemination systems; and

Processes for systematically gathering and disseminating information on exemplary, cost-effective models for serving runaway and homeless youth.

The Administration for Children, Youth and Families has also been active in supporting the work of the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention, created under the provisions of Title II of the Juvenile Justice and Delinquency Prevention Act. By statue the Department is represented on the Council by the Secretary, myself and the Director of the Youth Development Bureau. We are actively involved, in concert with the Office of Juvenile Justice and Delinquency Prevention and other Federal Executive Branch agencies, in devolping a workplan of activities to carry through to the expiration of the legislation in October 1984.

This workplan contains four priority areas: schools and delinquency, substance abuse, treatment alternatives, and youth development. In March of this year the Department of Health and Services hosted 3 days of public hearings on developing the Council's workplan and heard testimony from some of the Nation's most prestigious organizations and officials.

Mr. Chairman, permit me to cite a couple of additional examples of the creativity now being utilized to maintain the quality and quantity of services to runaway and homeless youth. The Front Door Counseling Center in Columbia, Mo., now supplements its Federal funds in serving runaway youth by engaging in direct mail solicitation and enlisting community service clubs in their program efforts. Berkeley

Youth Alternatives in California has been successful in securing local labor union support as an important funding source. Interestingly, the Youth Network council of Chicago has implemented a policy of seeking reimbursement from the parents of youth who can afford to pay for services rendered. Furthermore, all of these community service agencies report that they place great reliance on the use of volunteers throughout their entire range of program activities.

Mr. Chairman, in closing, I would like to reaffirm to you and members of the Subcommittee the commitment of the Administration for Children, Youth and Families and my personal dedication to serving this Nation's runaway and homeless youth. Furthermore, the Secretary of the Department of Health and Human Services and the Assistant Secretary for Human Development Services are equally committed to a strong and effective runaway and homeless youth program.

I would like to thank you for the opportunity to testify today before this distinguished subcommittee and will be pleased to answer any questions you might have.

STATEMENT OF CLARENCE E. HODGES, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, OFFICE OF HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES, ACCOMPANIED BY KEITH MOON, ASSOCIATE COMMISSIONER

Mr. HODGES. Thank you, Mr. Chairman.

Mr. Chairman, I have invited Mr. Keith Moon, Associate Commissioner of the Administration for Children, Youth and Families, to also participate.

Mr. ANDREWS. Very good. We welcome you, Mr. Commissioner.

If you have a statement and care to read it, do so. I try to encourage witnesses not to read their statements but rather to submit them for the record, but that is your choice. In any case, we are anxious to hear from you.

Mr. HODGES. Mr. Chairman, if I may, I would like to highlight some of the statements included in the prepared statement and submit the full statement for the record.

Mr. ANDREWS. Without objection, that will be done.

Mr. HODGES. Thank you very much.

Mr. Chairman and members of the subcommittee, I am pleased to address this distinguished subcommittee today to discuss a very important program dealing with the national problem of runaway and homeless youth.

Since my confirmation by the U.S. Senate as Commissioner for the Administration for Children, Youth and Families in December 1981, I have had the opportunity to visit programs for runaway and homeless youth across the Nation and, as a result, I am more committed to providing and improving the quality of services through this program.

We are all aware of the fact that runaway and homeless youth are a vulnerable part of our young population, and it is our intention to continue to operate programs which will effectively address their needs.

The number of people needing the services of runaway and homeless youth programs is substantial. A national statistical survey on runaway youth conducted by the Opinion Research Corp. found that approximately 733,000 youth on the average each year were either runaways or directed to leave home by their parents.

The Administration for Children, Youth and Families administers funds through 10 departmental regional offices, and awarded $10.2 million in grants to 169 centers located throughout the 50

States, the District of Columbia, and Puerto Rico in fiscal year 1981. These centers sheltered and provided long-term counseling to approximately 44,000 youth and a variety of other one-time drop-in services to approximately 133,000 youth and their families.

In addition, we are operating a national communications system to assist approximately 200,000 runaway and homeless youth in communicating with their families and with youth service providers.

We support coordinated networks, adolescent research and demonsration projects, and collaborative efforts with Federal, State, and local units of government, as well as with the private and voluntary sectors.

Each of the centers funded under the Runaway and Homeless Youth Act during fiscal year 1981 received funding from sources other than the Department of Health and Human Services. Included were combinations of Federal, State, county, and city funding, as well as contributions from the private and voluntary sectors.

For example, the budgets of the runaway and homeless youth centers range from $22,730 to $588,841, with an average budget of $165,652. The Youth Development Bureau makes grants directly to the centers which range from $8,500 to $150,000, with an average funding level of $51,694. In 1981, Runaway and Homeless Youth Act funds comprised about one-third of the average budget for runaway youth centers.

Mr. Chairman, in closing, I would like to reaffirm to you and members of the subcommittee the commitment of the Administration for Children, Youth and Families and my personal dedication to serving this Nation's runaway and homeless youth.

Furthermore, the Secretary of the Department of Health and Human Services and the Assistant Secretary for Human Development Services are equally committed to a strong and effective runaway and homeless youth program.

I would like to thank you for the opportunity to testify today before this distinguished subcommittee, and will be pleased to answer any questions you might have.

Mr. ANDREWS. Very fine. That is a very precise but thorough statement.

Mr. Moon, did you wish to add anything to the statement of the Commissioner?

Mr. MOON. Mr. Chairman and members of the subcommittee, I think that Commissioner Hodges has stated our position quite eloquently.

I would like to add my own commitment to that of the Commissioner.

While the runaway and homeless youth program and the Youth Development Bureau are, in terms of total dollars, a very small percentage of the budget of the Administration for Children, Youth and Families, it is, I believe, one of our most significant and important endeavors.

The programs that are funded and the activities that are supported through the Youth Development Bureau are nontraditional. They are not Federal programs. They are local programs. They are local programs in nature. The seed money that comes from the

Federal Government is generally low in terms of its percentage of the total budget of the programs.

Local support usually develops quite rapidly in those programs that are successful. They serve a cross-section of the population. It is a problem, as we all know, that cuts across our economic, racial and social lines.

The programs are resourceful. On my visits to the regional offices across the country, I usually try to visit the runaway shelters in the cities that I am visiting, and I know that Commissioner Hodges pays particular attention to these agencies on his visits.

We see a tremendous resourcefulness in these centers. I visited a center in Parkville, Mo. a couple of months ago and was being shown around, and commented on the bunk beds that were provided for the temporary residents there, and the center director said, "Oh, yes. My husband designed those and made them." The support and the resourcefulness on the part of the staff and the boards of these centers, is indeed inspiring. We are proud to be part of this program.

Mr. ANDREWS. Very fine. Mr. Williams?

Mr. WILLIAMS. Thank you, Mr. Chairman.

Commissioner Hodges, as I go through the budget, it appears to me, at first glance at least, that the runaway youth program is receiving significant cuts which are greater than those taken by other programs.

On page 6 of your statement you say that the appropriation you are requesting, quoting now, "is in keeping with the resource constraints that all Federal agencies and programs are facing."

But, sir, as I look at the budget, it shows me that all programs under the Administration for Children, Youth and Families are being cut less than 1 percent, all programs under the Office of Human Development Services are being cut 11 percent, and this program is being cut 40 percent.

If I am accurate about that, why the discrepancy?

Mr. HODGES. You are accurate, Mr. Williams. I do not see a discrepancy except the point that you make that there appears to be a disproportionate amount of funding cuts for this program as compared to the others, and that is an item of great concern.

As we look at young people across this country and see the perhaps 1 million young people that are runaways, that are homeless, and consider the problems that lead them to that, problems in their homes—a million children per year are abused and neglected that about 6 every day die at the hands of their parents or child keepers, a million adolescents become pregnant each year—we consider this a very great problem, and when you look at the funding, we are concerned.

But our concern has led us to see that money was not the solution to the problem. What we are after is getting to the solution of the problems of these young people. We are pleased to say that there are other funds that will have a significant impact on what is being done for youth.

Our regional resource centers that we are starting for fiscal year 1983 total $3.5 million. These centers will be used to some extent to provide special resources for our centers for runaway and homeless youth and to make sure that the staff training is of high quality.

We have demonstration projects in excess of $1.7 million, and we are giving special assistance from our office, at the national level, in fund raising efforts and in working with foundations.

I have personally already met with one foundation and have a strong commitment of interest in doing something in this area. We are not just challenging the center to continue the outstanding work they have done in raising funds and bringing in volunteers, but we are helping them to do that and making special resources available.

Further, since the funds from our office, the Administration for Children, Youth and Families, is but a fairly small percentage of their total budgets, the cuts to the centers and their budgets are not as great as they would appear just looking at the amounts of money.

Mr. WILLIAMS. Where do the other dollars come from?

Mr. HODGES. They receive dollars from charitable organizations, foundations, and State and local governments. Many cities, particularly, have through the years put money into these kinds of programs. The Law Enforcement Assistance Administration gives about 14 percent of these budgets. The National Institute on Alcohol Abuse and the Institute on Drug Abuse, and the Department of Agriculture are additional sources of program support. In addition to these Federal funding sources, the centers have been very creative in fundraising efforts. They have enlisted members of this administration and Members of Congress who have been involved personally in fundraising efforts for these centers. Therefore, I am comfortable, knowing the problem, the plight of children, and what happens to them across the country, that we are going to not just maintain our quality of service, but improve and increase servies to help solve this problem and prevent the problem, before the children reach this great need for these kinds of services.

Mr. WILLIAMS. As generous as the American people are, the private sector cannot and, furthermore, will not—will not—pick up the difference. The reason the Government moved into these programs is because this is the bedpan work in society and the private sector wanted nothing to do with it. They wouldn't fund it, they wouldn't provide it, and finally it turned to the Government to do it.

Now, this administration is saying, "No, no. Exxon will pay for it." Nonsense, Exxon won't pay for it.

Fifteen percent receive funds from OJJDP, which the administration has suggested totally eliminating. Twenty-five percent receive funds from CETA, which has already been substantially reduced and is set to be further reduced, perhaps.

Thirteen percent receive funds from title XX, which has also been proposed to have additional cuts.

So some of the money that is being used to match this money we are cutting is also being cut and there is no one out there to pick up the difference. The only way we fund these programs, in my judgment—if the administration is successful then I hope I am wrong—but I think the only way we fund these programs is by the public coming together through contributions called taxes and establishing public programs through this thing called the Govern-

ment to take care of these problems which are really the bedpan problems of society.

I just think the administration is as wrong as they can be on this, but we will see.

Thank you, Mr. Chairman.

Mr. ANDREWS. Thank you, Mr. Williams.

Mr. Hodges, section 315 of the Runaway and Homeless Youth Act requires an annual report to Congress regarding the accomplishments of the runaway centers. While we were recently pleased to receive the 1980 report, we still have not received the fiscal year 1981 report.

Can you tell us when we might expect that?

Mr. HODGES. Mr. Chairman, this report has been in the system. It is a very frustrating system that some folk refer to as the bureaucratic system, with certain built-in protections to limit the involvement and the massaging by those who are political appointees to make sure that the professionals have their appropriate involvement and controls to keep the report pure.

Mr. ANDREWS. Wasn't it pure to begin with, Mr. Hodges?

Mr. HODGES. Yes, Mr. Chairman. They want to keep it pure.

Mr. ANDREWS. It is already pure, so why don't you bring it on up here?

Mr. HODGES. This system is one that takes time, and it is a frustrating process. I can appreciate your concern that you have not recieved the report and I assure you that we are working with the Secretary and the other offices along the way to speed the process. I would hope that within a very short period of time that you will have the report.

Mr. ANDREWS. Could you give us some idea what might be a "short period of time"?

Mr. HODGES. I would say before summer, or very early, summer being June 21 or thereabouts.

Mr. ANDREWS. You think, then, we should have it by June 21?

Mr. HODGES. I would hope; if not, very shortly thereafter.

Mr. ANDREWS. Well, it was very shortly to begin with. Now you are going to move to June 21 and make it very shortly beginning then. You don't know when we might expect it, then?

Mr. HODGES. I could not give you a date, Mr. Chairman, but I can assure you that I am concerned about this and I shall personally work directly with the Secretary to see how this process can be speeded up.

Mr. ANDREWS. Mr. Hodges, on page 6 of your statement, and in various other instances, you infer that the use of volunteers can help offset budget cuts, as you were just saying to Mr. Williams.

What evidence do you have from runaway center directors that they believe volunteers can take the place of paid staff?

Mr. HODGES. Mr. Chairman, they use a great percentage of volunteers. They have at least twice as many volunteers as they have paid staff at this time. Volunteers are doing a tremendous job and they have been particularly valuable in helping other young people.

I have seen young people who have been runaways themselves serving as peer counselors very effectively in being able to reach runaways on the street. The teenage prostitute can be reached

more effectively and pulled from the street by some person who has been in her or his shoes and knows the problems.

These volunteers have been most effective in providing outreach efforts, counseling, and other supportive services and the professionals have been able to help train the volunteers. Many also are student social workers at the graduate level, and they sometimes get college credits for this work.

In the interest of these agencies, we intend to seek greater involvement from every school of social work of the kinds of persons who are committed, who have not yet suffered the burnout that sometimes professional social workers suffer after 20 years or so in the profession, and to use these young and active minds who are dedicated to helping persons to an even a greater extent.

We are going to help the center attract such volunteers, and we are confident that the services will continue to be of high quality and make the difference in these young persons' lives and in those of their families.

Mr. ANDREWS. Well, Mr. Hodges, I don't intend to badger you at all. The question was: What evidence do you have from runaway center directors that the volunteers can successfully replace the paid staff. Your response is that your opinion is that volunteers can be valuable.

Now, we will grant you that volunteers can be valuable, and I think the directors would concede the same point, but that doesn't answer the question at all. The directors tell us that whereas, yes, volunteers are quite valuable in supplementing their work and that of their professional staff, volunteers cannot, in fact, truly replace the professional staff. Yet these budget cuts are causing just that.

The directors might agree with your response in that what you say is volunteers can be of valuable assistance, and are being. They concede that.

Mr. HODGES. Yes.

Mr. ANDREWS. But I don't think they concede, nor in fact did you say, that volunteers really can replace these paid professional staff. We don't think so and the directors don't think so, and that is the question. What do the directors think about that?

Mr. HODGES. I agree with you and the directors, Mr. Chairman, that volunteers should not be expected to replace paid staff.

Mr. ANDREWS. And yet with these budget proposals you obviously are going to lose a lot of paid staff—professional people.

Mr. HODGES. This, Mr. Chairman, again, is where we are looking at ways and providing services—our original resources and our national office—to help increase their funds from other sources so that they will not have to replace paid staff with volunteers.

We would hope that this would not have to happen and we are committed to helping them in locating resources both with our soon to be established regional resource centers, and also from our national office where we have some expertise in working with key foundations. We would hope that the need would not ever exist to replace paid staff with volunteers, but rather to supplement the staff with volunteers.

Mr. MOON. Mr. Chairman, if I may, I wholeheartedly agree with you and with Commissioner Hodges.

I recently came to the administration after having run both public and private service agencies in Ohio. Certainly volunteers can be utilized to assist in some ways, but overall, volunteers cannot replace paid staff. However, a healthy volunteer program in an agency is a sign of a healthy agency.

I think we do not want to overlook in a discussion of volunteers the fact that the members of the boards of these agencies are volunteers. Much of the professional services that these agencies receive are rendered free of charge by the boards. Frequently the boards get volunteer physicians and dentists, volunteer attorneys, volunteer accountants, and so forth.

So the volunteers are really just a sign of a very healthy agency that is garnering a great deal of local support. And, again, that is the strength of these programs. These are not Federal programs. These are programs that, if they are to—I will use the word "survive"—but if they are to flourish, are programs that are going to get a great deal of local support.

Mr. ANDREWS. All right.

In your statement, Mr. Hodges, you acknowledge the change in the 1980 amendments requiring equitable distribution of funds among the States based on the relative number of persons under 18 years of age. However, on page 5 of your statement you report that in 1983, the 127 centers will apply competitively along with other applicants.

My question is: How will you conduct this competition in light of the act's requirement for equitable distribution? What if, under your budget request, only 60 runaway centers could be funded, and the 60 best applicants are all from, for instance, the Northeast?

Mr. HODGES. First of all, Mr. Chairman, the allocations will be based on the States, so that each State will get its proportionate share based on the number of young people in that State who are 18 and under.

So we would not lose geographically. At the same time, when the competition process takes place, we will work cooperatively with the States and proposals will be submitted, and they will be reviewed by review panels.

Mr. ANDREWS. Excuse me. Will that be, then, in other words, only the centers within a given State will be competing with each other?

Mr. HODGES. That is correct.

Mr. ANDREWS. Not centers from one State competing with a center or centers from another State.

Mr. HODGES. That is correct. This is a challenge to help each center to continue to strive for growth and improvement, knowing that they are not locked into long-term continuation funding but the opportunity for funding is there.

Mr. MOON. Mr. Chairman, if I can follow up on that, there were 42 new centers funded in the last cycle. They will not be recompeted in the next funding cycle. However, the 127 centers who were previously funded will be required to recompete within their own State allocations.

Mr. ANDREWS. My question is answered. In other words, the competition will only be from among centers within the same State and the equitable distribution formula, then, will be adhered to.

Mr. HODGES. That is correct, Mr. Chairman.

Mr. ANDREWS. That is fine.

Just one last question, back to your dialog with Mr. Williams.

The budget is not yet set. The President has, of course, submitted his recommendations which is, by the Constitution, called a budget, and very confusingly so, because in our terminology it isn't a budget. It is a recommendation. Any of us can make a recommendation.

Of course, the Congress respects the President's recommendation. I don't mean to imply otherwise. But as with any recommendation, it is not finalized, at least in this instance, until the Congress adopts what really becomes the budget or, let us say, the appropriation.

As the Congress considers the President's recommendations with respect to this particular program, would you not concede that in order for your office to perform its functions adequately, or commensurately with the past, more funds are truly needed than have been recommended in the President's budget?

Mr. HODGES. Mr. Chairman, I think with the amount recommended within the President's budget, we could adequately maintain the services with the creative approaches of increasing participation and improving performance across the board.

Mr. ANDREWS. Does your office keep any record of the amounts of money contributed voluntarily to these centers from foundations or from any sources that are non-Federal?

Mr. HODGES. We have requested this detailed information from all our centers, and we will have that specifically per center within about 3 weeks. However, we do know, based on our present information, that Federal funds total only about 30 or 33 percent of center funds, so two-thirds of their funds come from other sources already.

Mr. ANDREWS. Could you let this committee have a copy of the reports from the centers as to the amounts they are receiving from non-Federal sources, and would you break that down so that we can tell what portion is from local, State governments versus contributions made from either foundations, individuals, in other words, nongovernmental sources?

Mr. HODGES. Yes, Mr. Chairman.

Mr. ANDREWS. I laud your efforts in that regard, of course, and very much hope that you and they are successful in obtaining additional funds, but I am not as optimistic as you for basically two reasons.

There are so many programs whose budgets are being cut and who are looking for contributions from similar sources—that is, nongovernmental sources. There are so many more who are going to be competing with your grantees in that effort than have ever been competing before. Additionally, many of those people out there who might otherwise be contributing themselves are suffering the pangs of a very deep recession and very high interest rates.

I just don't believe there is as much money available—that is to say, money that can be discretionarily spent in the family or in the foundation or in the corporation or in the business community—as is normally there. With many more competing for those lesser re-

sources, I fear that these centers will not be able to increase the amount of funds they are able to obtain from those sources.

I hope I am wrong, but I would say stark reality in those two regards is such that that is not likely. But if you will, let us know, please, how much each currently receives. We do wish you well. I hope it is a high figure. I fear that it won't be, but let's look at the actual figures, if you will share them with us. Will you do that?

Mr. HODGES. We will do that, Mr. Chairman.

[The information was not provided.]

Mr. ANDREWS. Very good.

That is all that I have. Does the staff have anything?

Mr. RALEY. No, Mr. Chairman.

Mr. ANDREWS. Well, again we thank you for taking time from what I know is a hectic schedule. We wish you well. If we can at any time, by amending the law assist you in accomplishing what I think we all more or less agree we should be, and no doubt are to a considerable degree accomplishing; if we can help by any amendments to the law, or perhaps trying to clarify the intent of Congress so as to be of assistance to you in your work, please let us know and we will be happy to cooperate with you.

Mr. HODGES. I appreciate that, Mr. Chairman. We have tremendous respect for this subcommittee and its interest in these programs, and we look forward to close cooperation. We are looking forward to developing new initiatives that will stress emphasis on free services so that we can respond to the needs of some of these children and keep them from running away.

We are looking forward to involvement in activities that can help parents deal more effectively with stress and reduce the problems that lead them to situations where they are cut off from their children.

We are hopeful that a difference will be made both in areas that require no expenditure of funds and in those that do require it. We pledge to make the best use of all those funds that are available to us.

Mr. ANDREWS. Very good. Those are all, of course, a big, big part of the answer, not just the money. I would agree with you on that. Just money is not going to cure the problems you have alluded to, the statistics you have given us. Money, however, I am afraid, like hay for the horse, is part of the necessity and a part of the answer.

Nevertheless, thank you very kindly.

We next call June Bucy, chairperson, board of directors, National Network of Runaway and Youth Services of Galveston, Tex.

[The prepared statement of June Bucy follows:]

PREPARED STATEMENT OF JUNE BUCY, CHAIR, THE NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES, INC., EXECUTIVE DIRECTOR, YOUTH SHELTER OF GALVESTON, INC., GALVESTON, TEX., PRESENTED ON BEHALF OF THE NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES AND THE NATIONAL YOUTH WORK ALLIANCE

Mr. Chairman and members of the subcommittee, I am June Bucy, chairperson of the National Network of Runaway and Youth Services, Inc. and executive director of the Youth Shelter of Galveston, Inc. It is my pleasure to represent both the National Network of Runaway and Youth Services and the National Youth Work Alliance in testifying before you today concerning the Runaway and Homeless Youth Act, title III of the Juvenile Justice and Delinquency Prevention Act.

The organizations which I represent this morning have both been integrally involved in the development and implementation of the National Runaway Youth

Program since its inception in 1974. The National Network of Runaway and Youth Services, Inc., whose board of directors I chair, is an organization which counts among its members approximately 600 independent youth and family crisis services in 46 States. Included among our members are 133 of the 169 Federal RHYA grantees. We have, over the past 8 years, placed the Runaway and Homeless Youth Act uppermost in our work for effective Federal policies and services for this Nation's most vulnerable youth population—those youth away from home without parental care and supervision. With the support of the National Youth Work Alliance the National Network came into being simultaneous with the passage of the original Runaway Youth Act as an association of local youth and family crisis services programs.

The National Youth Work Alliance, founded in 1973, is a nonprofit membership organization of over 1300 community-based youth services. Besides most of the runaway centers in the country these member agencies include juvenile justice and delinquency prevention programs, youth employment programs, alcohol and drug abuse prevention and treatment programs, and multipurpose youth centers. NYWA serves its membership and much of the youth work field through training and technical assistance, model program development and information dissemination via its clearinghouse and various publications. Like the National Network of Runaway and Youth Services, the National Youth Work Alliance has made runaways and their families a major program priority since its founding.

Both organizations provide, through their local members, the kinds of vital preventative and protective services envisioned by the Runaway and Homeless Youth Act. Additionally, both assist local communities in starting runaway shelters and other needed youth programs. Each agency, through its national staff in Washington, D.C. has contributed to every major refinement in the national program and its administration. Our efforts have included the following:

Administration, by our combined memberships, of virtually all of the local runaway service programs in this Nation, both those supported and those not supported with Federal funds;

Provision of technical assistance and training to local runaway centers across the country;

Extensive consultation to the national and regional DHHS offices in the development and administration of the Program Performance Standards and the various data collection systems which are at the core of the Federal grants administration activities within the National Runaway Youth Program; and

Operation, through our members, of all of the coordinated networking initiative programs currently underway in 8 of the 10 federal regions.

As may be seen from this partial listing, the National Network of Runaway and Youth Services and the National Youth Work Alliance have long worked alongside this committee and the Department of Health and Human Services to strengthen and protect the vital program embodied in the Runaway and Homeless Youth Act. From this unique vantage point, I wish to address several issues which we consider as critical to the welfare of the youth of this country.

The National Runaway Program has been severely crippled by insufficient funding.

The appropriations level for the RHYA has been held at $11 million for 4 consecutive years, in the face of inflation which hits as hard at human services as it does at the nation's industrial sector. What we have witnessed has been a restricting of the availability of critical human services. The Runaway and Homeless Youth Act was, by intent, the "other half" of the Federal policy which was embodied in the Juvenile Justice and Delinquency Prevention Act. As you are aware, that act had as its cornerstone the deinstitutionalization of status offenders. Translated, this policy has meant removing nearly 200,000 young persons, most of them runaways, from public detention centers annually. That "half" of the deinstitutionalization policy, administered by the Department of Justice under title I and II of the JJDPA, is being substantially implemented, with an annual appropriation level through fiscal year 1981 of $100 million. To a large degree, the programs funded under title III were originally envisioned as the service delivery system to respond to the continuing needs of these deinstitutionalized youth and their parents. In fact, this has occurred—most of programs funded under title III have established increasingly effective relationships with their local judicial, welfare, and mental health systems. Almost without exception, RHYA grantees are seen as the prime resource for these local agencies for the delivery of shelter and counseling services for the deinstitutionalized runaway and homeless youth population. However, as public juvenile detention and probation systems have decreased their involvement with runaway youth, and as these troubled

young people and their parents have turned, or have been sent, to our shelters we have been faced with the simultaneous fact of effectively decreased federal funding.

Our own survey shows that RHYA funding now accounts for approximately 35 percent of the funding of an average runaway and homeless youth program. The administration, aware of this fact, has concluded in its proposal to reduce funding from $11 million to $6.6 million that a further reduction in RHYA funding is possible without damaging the local programs. The logic seems to be that a 40 percent reduction in funds which account for 35 percent of a program's budget cannot be too debilitating. Our response is twofold:

First, much of the balance of local program budgets is funding which has as its ultimate source the federal budget. State and county support in the form of subgranted title XX, title IVB, revenue-sharing and other federally derived funds make up the largest share of non-RHYA funding for many programs. As local governments experience growing budgetary difficulties and as the Federal Government cuts or cancels these Federal programs, runaway programs are already experiencing threatening reductions. Cuts in direct RHYA grant funds will be devastating.

Second, the standards utilized by DHHS in monitoring local RHYA grantees assure that the legislative intent is followed to provide brief, preventive, relatively inexpensive services at the time of greatest crisis. In all but a handful of states, these runaway program standards are the only definition of these critical services in existence. The continuing existence of a substantial RHYA budget for a local program results in these standards being effectively implemented. We have already witnessed many programs moving away from these standards as a result of increased reliance on local contracts requiring "bed and board, only" or expensive long-term residential therapy. The impact of such shifts away from the federal crisis services model is visible in the increasing public concern over vulnerable street youth, adolescent prostitution, etc. Further, reductions in RHYA funding will assure that this programming trend towards longer-term "treatment" accelerates, leaving the transient, runaway, "street" population unserved.

To withdraw Federal support for the National Runaway Youth Porgram, or even to refuse to increase it to a level equal to the authorized $25 million, will result in a situation similar to the tragedies we have seen with the deinstitutionalization of mental health facilities during the past 15 years. Just as with adult mental health clients, removed from state hospital systems, the runaways and homeless youth no longer being expensively and inappropriately detained in public facilities will continue to exist and to demand attention. We can expect the tragedies of increased prostitution, delinquency, drug abuse, and long-term family disruption to increase if the crisis services system represented by the runaway and homeless youth agencies is not maintained and enlarged.

We are very concerned over recent changes in the regional structures and personnel assignments for RHYA regional grants administration.

As you are aware, the responsibility for grants management within the National Runaway Youth Program has long been decentralized to the regional DHHS/ACYF offices. During the seven years of this program's operations we have witnessed frequent and oftern destabilizing changes in the Youth Development Bureau's leadership. We are pleased to note the high quality and stability of the Bureau's key personnel and management during the past fiscal year. However, we are distressed over recent changes in the assignments for RHYA and other youth development functions in the regional offices of the Administration for Children, Youth and Families. In particular, we noted both the loss of 50 percent of those personnel with continuity and expertise with the RHYA and the dispersing of these responsibilities in most regional offices among several staff.

At this point it is our understanding that approximately two to five individuals will be carrying partial responsibility for grants administration in each region, with assignments commonly being made State-by-State. We further understand that these personnel carry responsibilities for other Federal programs in their assigned States, such as title IVB, and that most often there is no designated lead assignement of any one individual to focus attention and coordination on Federal youth development and runaway youth operations. There appears to be no clear plan or standard across all regions for these changes, and we are very concerned over the potential for disruptions in an increasingly effective national RHYA program. We hope that at least two positive results occur, and will watch for signs of their accomplishment. Specifically, we see the potential for positive improvement in:

Increased coordination between local, State, and regional Federal program operations across program lines (eg, RHYA, title IVB, etc.), and;

The availability of travel funding to permit adequate RHYA grant monitoring and assistance from regional ACYF personnel.

However, the potential is great or greater for gaps and wide variations in the National Runaway Youth Program's administration. Difficulties may well arise due to:

The loss of personnel trained and experienced in the particular operations, standards, and grantee programs due to RIF's and reorganizations;

The potential for wide variations, region-by-region and within any given region, in the administration of this program due to the assignment of many regional personnel operating without effective coordination; and

The loss of clearly designated Federal regional leadership, in the person of a single youth development "coordinator."

We ask that your committee continue to review and monitor developments in these areas as they occur.

The Networking Initiative launched by the Youth Development Bureau should be sustained for at least 2 additional years.

In fiscal year 1980 the Bureau commenced an innovative program to support improvements in the coordination of services among several grantees operating in the same geographic area under the Coordinated Networking Initiative. Now in its second funding year, this initiative supports eight groups, or loose networks, of local runaway programs in various sections of the nation. These networks have permitted the easy exchange of information and expertise among RHYA grantees in a way that has substantially strengthened the quality of these programs' youth and family services. Cost-savings have been experienced through the sponsoring and convening of state-wide training conferences focusing on transient, homeless youth. New program models and innovations have been documented and quickly disseminated among many RHYA grantees. Increasingly, the pooled expertise and information available through these networks has been called upon by public sector youth services planners and policymakers in search of more effective public responses to youth and family needs. Unfortunately, however, all of the eight current grantees have been informed that their small grants to continue this networking effort will not be continued. We strongly urge the Department to reexamine this decision, consider the highly successful investment made in the past 2 years, and determine to continue and enlarge the Networking Initiative to include some seed funding for State or regional networks incorporating all grantees in all regions in this effort. These networking grants, supported in part through the work being performed by the National Conference of State Legislatures on contract to the Youth Development Bureau, have proven their value in improved programming, cost-effective training services, and improved public agency/Federal grantee coordination. To curtail them at this point would be to eliminate the newest elements of the National Runaway Youth Program just as their value is becoming known.

The future of the training and technical assistance function in the National Runaway Youth Program is uncertain and at risk.

The Youth Development Bureau has provided effective support and development assistance to the National Runaway Youth Program through its several years of operation. Of particular note has been the intensive training in specialized areas of service delivery and program management offered during the past several years through the annual Youth Service Institute. However, at this point, the Bureau does not plan specialized contracting to continue to provide this needed assistance. Considering the absolutely minimal funding which grantees are provided to operate their runaway and homeless youth programs, the threatened withdrawal of this assistance can result in a loss of continuing direct service program effectiveness. Of particular concern is the intent by DHHS to provide a more limited technical assistance program through Regional Centers. In addition to their costliness per unit of assistance consultation provided, these regional centers will likely be less effective in the assistance offered to youth-serving agencies due to their primary focus in child welfare program support. We are concerned over the loss of expertise and information specific to RHYA programming and adolescent youth as opposed to children's services. We strongly urge the Department to require that each such regional center provide experienced youth programming personnel, with particular knowledge in runaway youth programming. The resulting level and quality of assistance provided should meet or exceed that provided in prior years, and should continue to include the Youth Services Institute intensive training approach. As emphasized before, the Networking Initiative should be continued as the most cost-effective means for training and technical to local RHYA grantees.

In conclusion, let me reemphasize the high quality and cost-effectiveness of the National Runaway Youth Program. The 169 shelter programs and the national communication system which are at the center of this Federal effort are needed now more than ever before. Rising youth unemployment, increasing concern over missing, victimized, exploited youth in our cities and towns demand the best, most effec-

tive response we can offer. By all measures, the nationwide services provided through this Federal program are effective. They must be expanded to meet the growing need.

Thank you for the opportunity to provide your committee with these comments.

STATEMENT OF JUNE BUCY, CHAIRPERSON, BOARD OF DIRECTORS, NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES, GALVESTON, TEX.

Mrs. BUCY. Mr. Chairman and members of the subcommittee, I am June Bucy, chairperson of the National Network of Runaway and Youth Services, and a supporting member of the National Youth Work Alliance. This morning I speak for both of those groups.

There is written testimony which you will have that is a full statement of the way both of our national organizations feel in terms of the programs, what they are able to do, and the needs that they have.

I would like to not only not read you all that, but depart from those remarks to some degree.

Mr. ANDREWS. Without objection, your written statement will be entered into the record in its entirety, and I welcome your departure and your sharing your personal comments.

Mrs. BUCY. Thank you.

I am pleased to have this opportunity to thank you for your continuing support for a group of children and families that have become very dear to me in the last 10 years since I have worked with those children. I am particularly pleased as a Tarheel that the leadership for saving our programs is being headed up by a North Carolinian.

Mr. ANDREWS. How are you a North Carolinian, may I ask?

Mrs. BUCY. Well, I lived there before I married and went as a foreign missionary to Texas. I have a father and brother and cousins, and so forth, that I go back and visit and refresh my soul with the beauty of North Carolina.

Mr. ANDREWS. Very good.

Mrs. BUCY. Texas is pretty barren country, you know.

I also want to express my genuine appreciation to your committee for its recommendation of the full $25 million funding for the Runaway and Homeless Youth Act. As you know, we have never reached that appropriation and I feel if we could do so, many more children could be saved.

I hope that that recommendation means that you are sharing in the personal joy and the enthusiasm experienced by those of us who work with this venturesome and volatile and vulnerable group of children.

The other day, Monday night, just before I left the youth shelter, I reviewed the intake of a new youngster. His file was numbered 5,624. That is a lot of troubled kids to come to the attention of a residence program in a small town, a lot of kids, a lot of frantic parents, and many sad and confusing stories. But with your help, each of those youngsters became a part of the program where he found safety, people trained to listen, an orderly life, and people who genuinely care for others.

For those of us who live in warm and happy families, those things don't sound so unusual, but for a child, for whatever reason, who has been forced into the street, those things are the difference between life and death.

Over one-half of the children who come to the youth shelter in Galveston, and I think throughout our programs across the Nation, come from very abusive homes. They come to us with burns, with bruises, with cuts, and the shame and the shock of sexual abuse.

A great deal of our program is in ministering to the physical needs of these abused children. Other youngsters who have come from more peaceful homes are totally unprepared for the dangers of the street. They haven't learned to deal with chaos and violence, and they are prey for the predators. They find at the shelter people trained to listen, counselors who have skills to listen to the feelings between the words.

We know that many parents find their lives so stressful and so complex, they do not take time to listen or to provide for the moral and the spiritual and the emotional development of their children. For most of our runaways, the problems are with the parents.

One of the problems in our data collection instrument is that that doesn't come through. All of the questions are asked: What have the kids done wrong? Where have they had trouble? Most often it is the parents who have had trouble, and it lies within their jobs, within their marital relations, or with their health problems, and the youngsters are merely those who suffer most greatly when parents cannot have a good home.

We have in our shelters a rather orderly life. We have chores and school, physical activity, nourishing food, rules and expectation of problem-solving behavior, and for many youngsters this is quite a departure from anything that they have known before.

But most important, we have people who genuinely care for these kids. Our staff are enthusiastic, we are hopeful; we are caring. We are people who believe that families can solve their own problems, and that parents can nurture their children when they are helped to learn some parenting skills and the crisis is allowed to work its way out so people don't get hurt.

There are some other things that you might not know about our program. I think through the morning the emphasis has been that these are very unusual programs. They are not typical State-run programs.

One of the most outstanding characteristics is that we are trusted by our community. They know that we take good care of children, and the reference that the GAO people made that more children are referred from community agencies, I think, speaks to the fact that these agencies who are really frustrated by the youngsters know that we can help them.

Our police officers and our social service people, school people, send us those children much more frequently now that they know about us. They know that we are in touch with what is going on in the community; that they can call us on the telephone. They can describe a problem of a child that they may be seeing in school or in some other place and find out what will help that child, where he can go, what systems can be accessed for his services because, as

you say, we don't have much money, and we have learned to get an awful lot done with the little bit that we have.

Mr. ANDREWS. May I interrupt and ask you a question?

Of those 5,624 children, about what percentage of all those kids were referred there rather than just walked in off the street?

Mrs. BUCY. Our referral rate runs about 70 percent, as opposed to the 30 percent who walk in.

Mr. ANDREWS. Where would most of those be referred from, or by whom?

Mrs. BUCY. The largest number of our youngsters come from the justice system, the police or——

Mr. ANDREWS. After trial.

Mrs. BUCY. No, no. Galveston is an island. It is a beach, and we find youngsters who come down to the beach who get in trouble there, or a lot of them are picked up in what we call the mainland communities, who are obviously out on the street in late hours, at places they should not be.

Mr. ANDREWS. These are law enforcement officials who then pick the kids up and bring them directly to you.

Mrs. BUCY. That is right. They press no charge against the child usually. They bring them to us to get them off their hands, to let us call the parents to find out how to get the youngster back to his home, or whatever is going on. So they are not children who have entered into their system and are a part of their system.

I think that probably the greatest saving that these programs do is that these very complex cases don't get into the justice or the social service or the health systems, but they can get the needed services from those if we help them access it.

Mr. ANDREWS. Those who go through the system—who are tried—are more likely, I presume, to go into juvenile justice agencies. If they go into any agency at all, it would be more likely to be the juvenile justice delinquency programs of various kinds.

Mrs. BUCY. That is the way it happens, although my very strong feeling is that they should go into the social services programs. Our experience is that neither group really wants them.

Mr. ANDREWS. That is sad, but anyway, excuse me. Go ahead.

Mrs. BUCY. I was saying that we are trusted by our communities. We are also supported by our communities. Our political structures know and trust us. The president of our board is the treasurer of our county. Mr. Brooks, our Congressman, often comes and visits our center. People are proud of us. They know that we do good work and they want to be identified with us.

Churches and civic clubs provide us money and goods. Our bunk beds were made by the Coast Guard unit, who volunteered to saw the wood and put the beds together.

The volunteers we have enrich the lives of the youth with their new ideas and they bring things to our program that could not be there otherwise. They do not do the work of professional staff. They do the kind of thing, I think, that volunteers do in school. They can enrich the programs, but they certainly don't take the place of the professional people and school.

We feel that our programs are the developers and the teachers of new approaches. We have really learned to do some things that the other social work systems simply have not learned to do. Our goals

and our standards are who needs the service and how can we do that; rather than who is eligible by this, that or the other criteria, and who can we choose to neglect this week?

We take approaches of finding what needs can be met, and we have learned new things and contributed to the fields of social work, police work, health and human services, and the whole comprehensive youth service field.

We do have a lot of interns. We do a lot of training of people in the college and university setting. Our program, for instance, has regularly, each semester, a resident from the medical school in our community, and we teach that resident how to deal with adolescents and help them learn what adolescent health is all about. Those people who come to us provide some services for our kids, but we are a training center. As their professor says, "Get them out of Mother Hospital and let them see what life is all about."

The member programs of the network and the alliance are in touch with each other across the country, and we do assist children in returning home to a safer environment. While most of our youngsters really are from our local community, we had some 60 young people in Galveston last year who came from all over the country, and it is difficult to get those kids back home, to see that when they go into their home there is someone there ready and able to help the family get itself back together again.

We do have concerns. There are four that I would like to mention. One is what has been brought up quite often today, the stretched budget. Not only are our budgets stretching and programs closing. Our programs, because there were new programs funded last year, we have already taken a 27-percent cut in the runaway youth fund. Any more cut and we will be under great stress.

What is happening here is that as programs fail, we are going to have more sort of paid for, per diem services from the social agencies that can pay for that, and we are going to lose that spontaneity. We are going to lose that ability to react to the needs of a child who isn't identified with one of those social agencies, and this is going to be the homeless child, the 13-year-old prostitute, the kids that no agency wants to deal with because they don't have the answers for them.

Our programs not only are not going to be able to continue, but those that continue will have their effectiveness cut, and the true value of this approach is going to be lost.

Another concern is the current changes that the administration is making in the regional ways that they handle the programs. Through the years, the regional representative has been very important to our program. The new way of handling that is to combine the staff position with several others. While that may give us some coordination and perhaps some new expertise, we are going to lose that focus on the adolescent.

It has been my experience in working with programs that deal with both children and adolescents that it is just a whale of a lot easier to scrub up a 2-year-old and make them look very acceptable and find a fine foster home than it is to deal with a very troubled 14-year-old. And when children and youth compete for the same attention and the same money, the young people often are the losers.

In the last couple of years, the administration has had a networking initiative giving regional programs or regional organizations money to meet with each other and to explain the federally funded programs across the country, to talk with our State legislatures, to plan together, to be able to meet the changes that are coming. I would urge that that networking initiative be continued.

Only last week in Pennsylvania, State legislators and key public agency administrators met with the Youth Service Alliance of Pennsylvania and they were able to exchange their knowledge and the possibilities that these two groups of people can bring.

One part of that initiative is the YDB contract with the National Conference of State Legislators. That is only beginning, and we feel it can be very, very valuable in helping our program achieve the kind of permanence within State systems that they need.

YDB has also done a superlative job in its provision of technical assistance and training to its grantees. One of the reasons that our programs can be so cost effective is that we can often use people who don't have the master's degrees from school, but with the technical assistance that we have had, we are able to use those peer counselors and others who have the real skills but not the academic background.

It is contemplated that there will be no more technical assistance for a runaway program but that that will be folded in with the child welfare agency, and we feel that this also will be a great loss.

The question came up as to what is after-care. I would like to tell you one story.

We had a young man come to us once, and I think each of us that work in the programs have some type of youngster that touches our heart most, or that we have the most difficulty with that situation, and for me it is the young man whose father left early on in his life and he has been the man of the house.

I suppose what triggers me about this is that I have three sons who are rather protective of their mother, and I can appreciate the idea of a young man feeling that he is caring for his mother. When this mother gets a boy friend, or perhaps a husband, and he moves in, the young man feels very displaced and he doesn't quite know how to handle this. We have made adolescence a difficult period anyway in our culture, so this kid is having some problems.

When that boy friend gets drunk and beats up on his mother, that is a really heavy one, and those are the kids I find the most difficult to deal with, to try to explain to a child why he should be able to watch and why he shouldn't get involved when someone is really abusing his mother.

We had a young fellow like that once, and he stayed with us. He was really quite a handful and we didn't quite know what to do with him, but we thought a cooling-off period in his family would be helpful so we talked the Baptist church into taking him on a camping trip. He got into a bunch of trouble on the trip, and they even ended up calling a policeman, and he managed to get into a fuss with the policeman. He took the guy's gun out of his holster, he poked it at him, and this man did not take that at all kindly.

So they arrested this young fellow, and he got into the criminal justice system and he was placed in some kind of placement and

ran away from there. About 6 months later he showed up at our door again.

His story was that he had been living on the streets. He said when he really got down and couldn't make it, he would go sit on a doorstep or in an alley somewhere and he would think: "Now, if I were at the shelter, Larry would tell me to do thus and so, or Betty would tell me how I could go get a job and where I ought to look and how I ought to tuck my shirttail in and go down there and do that." He said he would think what our staff people would tell him and he would try it and it would work.

He had managed to live on the street for about 6 months, but he said, "It finally occurred to me, what you would really tell me is to come back here and get straightened out and get back in school and start over." And he did, and we were able to help him to an early independent living, to keep him in the community where he could visit with his mother. But this year he is finishing high school. He is an honor student. We hope we can get him a scholarship to college. We have negotiated free medical services.

That is what we call aftercare, really taking on those kids and raising them, whatever their problems may be.

Mr. ANDREWS. A very good statement. I don't think it calls for any questions. We wish to thank you.

Mrs. BUCY. You asked one question of the other people. Our network has done a survey of our own members. We have discovered within our member programs—and we are talking about a whole lot of these programs, most of the YDB funded programs—14 percent of the money that these programs have comes from private sources, another 41 to 51 percent from State or local funds, and 25 to 35 percent from YDB.

What is important, as has been mentioned so often this morning, is the State and local money is very often federally generated money, either through revenue sharing or some of the other programs, so that we are looking at our programs using about 86 percent federally generated or State generated money, all of which is in jeopardy to the cause.

So I imagine that is a pretty accurate figure, and I think you are quite right; it is going to be very difficult to raise that to a level to make that 14 percent turn into the 86 percent.

Mr. ANDREWS. I feel you can't do it. I would think you could come nearer doing it in the Galveston area than you could generally over the country. I presume that you have more people there who could, if they would——

Mrs. BUCY. Could and would are two different things.

Mr. ANDREWS. Yes, but it takes both to get the money.

Mrs. BUCY. I assure you that we intend to. I think our programs are absolutely dedicated to what we are going to do, and we thoroughly intend to keep these programs going, but it will be difficult.

Mr. ANDREWS. We are glad you are such a good representative of North Carolina. A good missionary, I should say. Keep up the good work.

Mrs. BUCY. Thank you.

Mr. ANDREWS. Next is Dotson Rader.

Mr. Rader is the author of "No Place to Hide: A Story of Runaways," which was published in Parade magazine on February

7 of this year. He being a New York resident, I presume he retires to North Carolina to refresh his soul.

[The prepared statement of Dotson Rader follows:]

PREPARED STATEMENT OF DOTSON RADER, NEW YORK, N.Y.

Thank you Mr. Chairman for the opportunity to testify before the subcommittee on the most urgent problem of America's runaway and homeless youth. I am Dotson Rader and for the past several years, I have had a great concern about the problems and horrors facing runaway children, which I most recently expressed in the cover story of the February 7 issue of Parade magazine. My investigations of the plight of these runaway and homeless children include case studies and first person experiences in New York City, Seattle, Boston, Minneapolis, San Diego, Key West, Albuquerque, and many other cities. I will be discussing these experiences in my spoken remarks before the subcommittee today. However, for the record, I want to emphasize the reasoning behind and recommendations upon which my overall testimony is based; namely, the policies which I implore this subcommittee, and indeed, all of Congress to support. Specifically:

(1) I strongly support the appropriation level of $25 million for fiscal year 1983 which the members of this subcommittee as well as the full Education and Labor Committee have recommended to the Appropriations Committee. Let me be clear—I do not believe that "throwing money" at social problems will resolve them. But equally as important, the existing level of $11 million is inadequate to shelter the hundreds of thousands of homeless youth, who, given such services, could turn their lives from victims of despair to contributors toward a meaningful, self-sufficient citizenry.

(2) I strongly reject the administration's proposed funding level of $6.6 million for fiscal year 1983. Such a policy to reduce funds for programs which are so evidently remedial, preventive, and cost-effective simply goes against the most rational instincts of responsible policy-making. Committees in both houses of Congress have recommended $25 million; the administration $6.6 million—the difference being $18.4 million. I remind the subcommittee that this difference is less than the cost of one F-15 airplance or 2 AIM-54 Phoenix missiles. I suggest that the real benefits accrued by directing these funds to critically needed youth service, which will enable tens of thousands of runaway youth to reenter the mainstream of society—and pay taxes—far outweighs the short term benefits of these armament expenditures.

(3) The administration's proposal to include the programs of The Runaway and Homeless Youth Act in a block grant to States in fiscal year 1984 demonstrates their lack of understanding and compassion regarding this population of disadvantaged and exploited youth. I do not wish to argue the merits and liabilities of the block grant concept. Rather, my point is that runaway services do not belong in any block grant proposal. Runaway and transient youth often do not distinguish between State lines as they drift from community to community. Moreover, many State legislatures are hard-pressed to balance their own budgets, and these troubled, but not incorrigible, youth do not have a voice in their State capitals. History shows that States are not inclined to provide funds for such crisis services.

(4) Finally, and on a positive note, let me commend you Mr. Chairman, and the members of this subcommittee for your sustained support of Head Start, juvenile justice, and runaway and homeless youth programs. Reauthorization of title III, the Runaway and Homeless Youth Act must be considered in 1983. Please maintain your diligent efforts on behalf of these programs.

STATEMENT OF DOTSON RADER, NEW YORK, N.Y.

Mr. RADER. New Jersey.

I have a prepared statement, Mr. Chairman, which I don't want to bother to read. I would rather talk, if I could, a bit extemporaneously about my experiences.

Mr. ANDREWS. Very good. Without objection, your prepared statement will be entered in the record.

Mr. RADER. Thank you, sir.

I want to, on behalf of myself and on behalf of the editors of Parade magazine, commend you personally and your subcommittee for what you have done on behalf of the most abused and neglected

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segment of our population, which are runaway and throwaway children.

I thought I would let you know that I am leaving in a week to go around the country again to do another story for the magazine on runaway children. The story that appeared on February 7, we received over 70,000 letters and we received the greatest response we have ever received on any article run in the over 40 years of the magazine's existence.

Parade, as you may know, has 43 million readers every Sunday. It is the most widely read periodical in the world and is the most widely read periodical in every State and every congressional district in the Union.

We will be running, as the votes come down on the Runaway Act, the names of Congressmen and Senators who vote for or against the children. The magazine is totally committed to this bill, to the $25 million in funding, and we are going to monitor very closely the actions of the House and the Senate with regard to this bill.

I want to tell you a bit about how we got involved in the problem of runaway children, which is something that I personally had little interest in. We put two researchers on the problem.

Mr. ANDREWS. If you will excuse me, the chairman, Mr Perkins' representative, tells me that it is just essential to have a live body down there for a quorum; otherwise, we can't get a bill out of the full committee. So we may just recess for maybe 2 or 3 minutes. I do qualify as a live body. [Laughter.]

[Whereupon, a recess was taken from 11:40 a.m. to 11:45 a.m.]

Mr. ANDREWS. Will the subcommittee come to order, please?

Excuse the interruption. You may proceed.

Mr. RADER. The only point I was trying to make, Mr. Chairman, is that we at the magazine want to make the problem of runaway children in this country one of the chief social priorities facing the Congress.

We did a great deal of research on it. I spent months going around the country, and we found out that 35 percent of all children who have run away, run away because of incest; 53 percent run away because of physical abuse at home; and the remaining 14 or 15 percent are throwaway children, kicked out of home. Between 1 million and 2 million children run away in the United States.

When we decided to do the piece, we decided not to talk to social workers in the field, not to talk to parents, but simply to talk to the children themselves.

The children I interviewed and talked to, and I interviewed hundreds of them all over the country, were children on the street. Except for Seattle, I didn't speak to a single child in this country—and I am talking about Boston, Key West, New York, Los Angeles, San Francisco, Seattle, San Diego, Chula Vista—not a single child that I talked to had ever been approached by anyone charged by this society with caring for the weakest among us, our children; not by a policeman, not by a social worker, not by a teacher, nothing.

The majority of children who run away in the United States are never reported missing by their parents. The animosity in this country against children is astonishing.

In New York City, the police department estimates between 2,000 and 4,000 runaway children a year are murdered. Between 50,000 and 100,000 children a year run away to New York City. I had long discussions 2 weeks ago with Mayor Koch about this problem. I have talked to Nancy Reagan personally at length about this problem.

I can take you today to Times Square to the playlands, to the arcades in Times Square, and I can show you children 10, 9, 11 years of age, boys and girls, selling their bodies. They run away, they are picked up at the Port Authority, they are picked up in Times Square by pimps. They are addicted to heroin, they are beaten up and they are put on the street, and when a child like Warren, for example, one of the boys I interviewed, has rectal hemorrhage, he is killed.

Warren is a boy of 11 who is the first boy I talked to, which was last winter. He kept the sleeves of his sweater pulled down over his hands. He had lost all the teeth in his upper gums because he had been shooting heroin into his gums. I finally pulled one of his sleeves back and his hands were full of track marks from shooting heroin into them. An 11-year-old boy. We have pictures of him.

The child who is on the street more than 2 weeks, 86 percent of them will turn to prostitution. We could not find a single case in the last 10 years of an adult arrested and prosecuted for buying a child prostitute, not a single case in this country. The arrests are always made against the children.

The average John who picks up a little girl or a little boy is white, middle, and upper middle class, married, with children roughly the same age at home.

When we decided to do the piece, we decided not to do New York, not to do Los Angeles, and not to do minority children, because the public impression of this problem is that runaways come from poor families, black and Hispanic; therefore, in some way they run away because they deserve to run away. You know, if I were poor, black or Hispanic, I would run away, too.

In point of fact, nearly 90 percent of all runaway children in the United States come from white, middle, and upper middle class families.

We chose Seattle and San Diego because they anchor U.S.I.-5, which is one of the main flyaways for runaway children, Seattle particularly, because it is the kiddie porn capital of the United States. That is where most pornography involving children is made. I interviewed numbers of children in Seattle who had either performed in kiddie porn or had been approached by people to perform in kiddie porn.

I wish to tell you, Mr. Chairman, that I, to this day, have not recovered from my sense of emotional depletion, my sense of rage, my sense of anger over the indifference of this Government to these children. They are our children.

You talk about the centers. Well, in New York City there are 2 centers in the Times Square area which have a total of 400-some beds. The children I talked to in Times Square—and this is the middle of winter; they are cold, they are hungry, they are young, and they are frightened. I would ask them why they don't go to Under 21 or Covenant House and they would say because the other

children abuse them, they get raped, they get robbed, sometimes by members of the staff.

It is a very difficult problem because (*a*) the only lifeline for these children are the shelters that are funded by the Federal Government. But a shelter that has more than 8 or 10 beds simply is not manageable; it won't work. The children are terrified, more than anything else, of institutionalization, of being put into the juvenile justice system, of being warehoused to foster care families.

You have a whole syndrome in this country where our children are being used for profit by welfare pimps, and that is the problem with the foster care program. In New York State, if my figures are correct, you get $350 per child that you house, and in New York, on Staten Island, I know there is one foster care family that has 15 children. The amount of money actually spent on the children's care is very small.

Children run away to the horror of the streets because the horror at home is much worse. I find it inconceivable that this Government cannot come up with a minimum of $25 million. If I were the Congress, I would allocate $250 million or $300 million. We are talking about millions of children.

What I discovered about these children, sir, is that they are starved for affection. They are starved for adult regard and they are terrified of adults.

Of the four children we focused on in the February piece, the girl called Ann, whose actual name is Jody, is dead. Warren, who wasn't in the piece, is dead.

Patrick, whose actual name is Kevin, is now back at home under court order with his stepfather, who beat him so badly, living with his mother when he was 11 years old and 12 years old, forced him to incest, the same mother who turned him over to the State, a terrific government agency, who took the boy because of the problem with incest and drugs in the family, and it is a very good family, a good, solid Republican family, sent the boy into the custody of his grandparents. His grandparents then took Kevin and sold him for $500 to a woman by the name of Elizabeth Horton when he was 13 years old, who sexually abused him for 6 months until he ran away.

When people tell me, as politicians have, that we ought to shut down the runaway shelters because it gives the kids an excuse to run, I think of Kevin, I think of that boy who we cannot reach, back at home with the very man who beat him within an inch of his life, and he has no legal redress, he has no help.

It is shocking. When I talked to his stepfather, because we got thousands of letters wanting to adopt him, his stepfather said he was a little lying son of a bitch and that he was going to sue the magazine. I told him, I said, "I hope you sue the magazine, sir. I not only hope you sue the magazine, if you sue us I will pay your court costs because there is nothing I would like better than to be able to publish your real name and to put on legal record what you have done to this boy."

One other thing, sir: We deliberately picked the least shocking cases to write about in the magazine, because if we had used what, in my opinion, is the average history of these children, the American public, our readers, wouldn't have believed it. For example, the

average age of a runaway child 10 years ago in the United States was 15. The average age last year was 12. In the magazine we say it was 15 because we didn't believe that the readers would accept 12. We upped the ages of the children by a year or two.

There is very little comprehension in the country, and I think it is largely the fault of the Congress and the fault of the political leadership in this country, over the plight of these children, and the reason there has been a lack of political leadership on these children is because they do not vote, they are not an organized constituency, they have no one to speak for them except you.

My heart breaks for them. I don't know what it takes to get the Congress—I mean, when I talked to Mrs. Reagan about it, who is easily given to tears, she was very moved by the plight of these children, and her response was volunteerism; that we should get foster grandparents for all of these children.

Well, the problem, sir, is that after a child has been on the street for several weeks, has sold his or her body, has stolen food to eat, I found children—and I have photographs of them which I am perfectly willing to submit to the committee—living in culverts, living under bridges, sleeping on the beaches in the rain, in Seattle, when it was freezing, sleeping under automobiles.

I have seen children picked up by johns in New York City, Los Angeles, Seattle, Key West, San Diego. Little children. I am watching. We are taking pictures. And half a block away, or 20 feet away, will be two cops. Nobody gives a ——— ——— damn.

I cannot tell you, out there on the street, how horrific it is. The only lifeline these children have is that fragile network of shelters around the country which the Reagan administration wants to close, and they want to close them for the same reason they want to close down the shelters for abused women, the same reason they want to end access to abortion, to contraceptives for youth. It is the argument that it is better for a wife to stay at home and be beaten up and keep the family together than for the Government to give her an option where she won't be beaten; it is better to have a boy at home being raped by his stepfather at 12 than to give him an option to run away and find a shelter somewhere.

That is about all I have to say. I am just horrified by the indifference of this Government to between 1 million and 2 million of our children.

Mr. ANDREWS. Thank you very kindly.

I must say that I don't believe, generally speaking that the Congress is failing to support this program adequately because kids don't have the vote. Maybe that is an indirect reason, but I certainly don't believe it is direct in this case. I just think the Members are not cognizant of the extent of the problem, of the emotional aspects, really, of the problem that you will see in the papers and the figures.

I don't think they have felt in a personal way, as you have, and as I think I have, the need for adequate funding for this program. I will accept some part of the blame. I just don't think we have gotten the message to them or I believe they would respond better.

Mr. RADER. Sir, if I could just make one remark, part of the problem with runaway children is that they run out of State. I have talked to State officials in California about why it is possible to go

down Hollywood Boulevard or Selma Avenue in Los Angeles and see thousands of children, out of school, under age, out of State, prostituting themselves. How is that possible in this country? The excuse always given is, "They are not residents of the State. If they get in trouble and are arrested, we try to reunite them with their families. We send them back."

So they have no access to the normal welfare support systems. They cannot go to school because they have no legal residency. They cannot get jobs. And they are out on the street and, sir, we are creating a generation of angry, embittered, abused young people, and 10 years down the line we are going to pay for it in violence, murder, child abuse, incest, on and on and on.

It has got to be stopped, and voluntarism won't work. The Government is the only body in this country that has the power and the resources to help these children. I appreciate very much, for the magazine, your efforts, the efforts of your subcommittee, but something has got to be done. Children are dying out there as we speak.

Mr. ANDREWS. You are doing a great job. I wish you would turn some of your good attention to letting more than just us know some of the degree of the problem. But how we get the message to the administration is the question. One of the problems here now is the Budget Act. I voted for this concept of a budget back in 1974, and I thought it was a good concept. I now question the entire concept because when you consider governmental responsibilities economically in just one instance, and you vote yes or no on a huge thing that looks like a Sears, Roebuck catalog, programs can become lost. The problem is you have one line for this program and for many other programs that likewise have much merit.

With regard to individual programs, we know in some general sense that this one is 8 percent less than this one, or some such thing, but we really don't know what is in there line by line. We no longer vote, really, on many appropriations bills, just continuing resolutions and one huge budget, and that is just taking away from the Members and from the public the right to come to the Members, as would be the case if we had this appropriation on that floor as an item to be debated and voted on. If we did, you would get the votes.

Mr. RADER. Is there any way to do that?

Mr. ANDREWS. I don't know, but I fear not. It looks like we are hooked to a budget system. There is no time to take each item that is in that budget and have the Members here take a position on each individual item.

Mr. RADER. Well, sir, as a publication, we are going to focus on this issue, and we are going to continue focusing on this issue. We are going to focus on how Members of this Congress vote on this issue when votes are taken.

National Public Radio is doing a special on June 26 on the problems of runaway children, and we are also setting up a national endowment for runaway children, to do public service advertising and political lobbying in the Congress. Among those who have already come aboard are Carol Burnett, Wayne Newton, Mrs. Norman Mailer, Geraldine Stutz, who owns Bendel's, Princess Eliz-

abeth of Yugoslavia, and so on. It is a very glittery kind of group, but it is the kind of group that can get national attention.

Sir, we are going to keep at this and keep at this and keep at this until something is done to help these children. $25 million is a great beginning, but even that, sir, really isn't enough.

Mr. ANDREWS. Of course it isn't. Obviously it isn't. But if we can just get that $25 million, and I fear we won't, quite frankly. We are not going to give up the effort. We are going to be before that Budget Committee. We can at least be heard there.

Mr. RADER. Maybe you could explain it to me. The centers in Seattle and San Diego, which together deal with the runaway problems of between 10,000 and 20,000——

Mr. ANDREWS. How many centers do you suppose are in those two places?

Mr. RADER. One in Seattle and one in San Diego. One has 8 beds and one has 10 beds, and there are between 8,000 and 10,000 runaways in those 2 cities. The cost of running both those centers is one-third of what Mrs. Reagan spent on china.

What I don't understand is how all these people who are for volunteer contributions are perfectly willing to cough up the money to buy china and cough up the money, as Mrs. Reagan suggested some time ago, to have a Presidential jewelry collection, and cough up the money to have a Presidential yacht, which they killed for public relations reasons, and you can't get a dime out of them to help children who are literally selling their bodies to eat. I don't understand that attitude, sir.

Mr. ANDREWS. I am afraid I can't explain it.

Again, we do appreciate it, the entire committee, and they are just as regretful that there is a full committee meeting downstairs on a matter of tremendous importance, and that is where the others are who are not here.

Mr. RADER. I understand that.

Mr. ANDREWS. I know they join me in very much appreciating the good work that you and Parade magazine are doing. We have copies of the article. We wish you well in it, and we certainly pledge that if there is any way that this subcommittee or our full committee can supplement or assist what you are doing, please afford us that opportunity.

Mr. RADER. What you could do, sir, is keep a tally—at least Senator Kennedy's office is going to do it in the Senate—but keep a tally on how Congressmen vote on this particular issue because we are going to run it, if we have to run it five times, if it takes five votes on this issue. We are going to run a box on who voted for the children and who voted against them.

We are going to make, in our small way, as far as possible, Members of this Congress accountable for how they respond to this issue.

Mr. ANDREWS. Very well.

Mr. RADER. And pass the word along.

Mr. ANDREWS. We will certainly do so.

We again thank you for your good work, and all of you for your interest in the program and for your support of it.

Mr. RADER. Thank you, sir.

Mr. ANDREWS. Unless there is further business, we will adjourn to the postmasters.

[Whereupon, at 12:10 p.m. the subcommittee adjourned, to reconvene at the call of the Chair.]

APPENDIX

THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

DEC 17 1981

27267

HR

Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C. 20515

Dear Mr. Speaker:

Section 315 of Title III, the Runaway Youth Act (P.L. 95-115), requires the Department of Health and Human Services to report annually to the Congress regarding the status and accomplishments of the Runaway Youth Program. The enclosed Annual Report documents Departmental activities during Fiscal Year 1980.

This report provides a comprehensive account of the history and progress of runaway youth programs funded under the Runaway Youth Act. It also describes Federal collaborative activities undertaken in the spirit of the Act.

I am pleased to send forward to the Congress the 1980 Annual Report on the Runaway Youth Act.

Sincerely,

Richard S. Schweiker
Secretary

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FY 1980 ANNUAL REPORT TO THE CONGRESS ON THE STATUS AND ACCOMPLISHMENTS OF THE CENTERS FUNDED UNDER THE RUNAWAY YOUTH ACT

Title III of the Juvenile Justice and Delinquency Prevention Act of 1974
P.L. 93-415, as amended by the Juvenile Justice Amendments of 1977, P.L. 95-115

Submitted by:

The U.S. Department of Health and Human Services
Office of Human Development Services
Administration for Children, Youth and Families
Youth Development Bureau

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EXECUTIVE SUMMARY

The National Runaway Youth Program, administered by the U.S. Department of Health and Human Services (DHHS), Administration for Children, Youth and Families, Youth Development Bureau, is authorized by the Runaway Youth Act (RYA), Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended by the Juvenile Justice Amendments of 1977. The Act authorizes grants to public and private nonprofit agencies, or networks of such agencies, for the development or strengthening of community-based programs that address the immediate needs of runaway and otherwise homeless youth and their families outside the law enforcement structure and the juvenile justice system.

Section 315 of the Runaway Youth Act requires that the Secretary report annually to the Congress on the status and accomplishments of the runaway youth centers that are funded under the Act. This fifth Annual Report discusses Fiscal Year 1980. The report describes the programs funded and the clients served under the Runaway Youth Act as well as research and technical assistance activities that have been implemented to carry out the mandate or the spirit of the Act.

During FY 1980, 158 runaway youth centers received continuation grants totaling $10,240,000 in funds. These centers provide services in 48 states, the District of Columbia, Puerto Rico and Guam. All offer counseling and shelter for runaway and otherwise homeless youth and their families 24 hours a day. During FY 1980, these runaway youth centers served 133,000 young people on a one-time, drop-in basis; additionally, approximately 44,000 youth were sheltered or received ongoing counseling.

Through the YDB-funded National Runaway Switchboard, approximately 200,000 youth received crisis intervention counseling and referral to the YDB-funded runaway centers or to other community-based agencies. The toll-free hotline also assisted the YDB-funded centers and other agencies in identifying resources for runaway or homeless youth in their home communities.

The YDB-funded runaway youth centers serve as community-based intake and problem-identification agencies for their local social services systems. While the runaway youth center shelter program itself is limited to offering short-term assistance, the staff works intensively and quickly to obtain through referral the other services that are needed by their clients. Many organizations that were founded as runaway youth centers have developed additional service components beyond those required in the Act. YDB is supporting this trend by conducting research and demonstration activities focusing on the ways that the runaway youth centers can expand their services directly or through networking in their communities, states, and regions.

A review of information from a sample of currently funded Runaway Youth Act centers shows that the average Runaway Youth grant is $56,789 while the average total budget is $149,856. The Runaway Youth Act provides 37.8 percent of the average program budget in this sample. Grantee Annual Reports to the Department show that the runaway centers are beginning to participate in state and local social services funding and are also receiving support from a number of other Federal programs.

In addition to funding centers under the Runaway Youth Act, the Youth Development Bureau also conducts research and development activities designed to identify emerging youth issues and potential strategies for dealing with these concerns. Through interagency agreements YDB provided second-year funding to 17 demonstration projects allowing these runaway youth centers to develop employment training and career development services for vulnerable youth, and also funded one grantee in each of five regions to participate in a study gathering data on the family related problems and service needs of runaway and homeless youth. Supplemental grants were also provided to selected runaway youth centers to establish or strengthen networking activities at the regional, state and local levels.

This Annual Report to the Congress cites the ways in which the centers funded under the Runaway Youth Act have responded to the problems and developmental needs of youth and families in their communities. The runaway youth centers are expanding the range of services they provide by developing new service components, by diversifying their sources of income, and by taking leadership in forming networks of relationships among public and private social services in their communities, states, and regions as well as nationwide. As the community intake point for youth and families experiencing a wide range of needs and problems, the runaway youth centers have found that these broader needs cannot be served categorically, but must be addressed comprehensively. Through networking and by developing new service components, many of the runaway youth centers have become multi-funded, mutli-service organizations providing social services in their communities.

The Youth Development Bureau also provides leadership within the Federal government regarding policies and practices that affect young people. It has participated in a number of initiatives requiring Federal-level collaboration, for example, YDB participated in Federal planning for the approximately 2,000 unaccompanied Cuban refugee youth. It is also linking its funded runaway youth centers with service planning and delivery in the states.

INTRODUCTION

Although running away from home was not new to the 1960's, the dimensions of the problem and the response by the general public were unique to this period. Church groups and other community-based private service agencies, such as settlement houses, YMCAs, and existing youth service agencies, were the first to recognize the unique service needs of this particular subpopulation of youth. Many of these groups were involved in some kind of outreach or service to the "countercultural" communities of the latter part of the sixties and found that runaway youth were attracted to these communities for protection and shelter. Several of these organizations began providing temporary shelter and counseling to youth on the run, locating their shelter facilities in church basements, abandoned storefronts, or in the private homes of volunteers. These programs had little money and were frequently staffed entirely by volunteers. The early runaway youth centers made every effort to put youth in touch with their parents and to help them return home. Their primary objective, however, was to keep runaway youth off the streets and thereby reduce the likelihood that they would fall victim to violence or exploitation. While they provided counseling and general support services, the early centers were informal and served primarily as places of refuge for the thousands of youth who found themselves a long way from home with little or no money and few, if any, friends.

Federal involvement in creating a system of services for runaway and homeless youth and their families developed gradually, as the nation became concerned about the nearly 1,000,000 youth running away from home annually and as a body of knowledge about the nature of the problem developed.

In 1971, the Department of Health, Education, and Welfare, through the National Institute of Mental Health (NIMH), funded the development of a handbook describing how one local runaway youth center had been created. In the summer of 1972, YDB's predecessor, the HEW Youth Development and Delinquency Prevention Administration, funded the first national conference for runaway youth center personnel. Out of this conference came the relationships that led to the formation of the National Network of Runaway and Youth Services, which has helped to shape Federal programming in the area of runaway youth since its inception. In 1972, NIMH supported a two-year training project and clearinghouse for runaway youth center workers which became a resource for training and information exchange among these centers nationwide.

In the fall of 1973, the Secretary of Health, Education and Welfare, responding to the growing concern about runaway youth, determined that the Department should place priority on the needs and problems of runaway youth and their families. In order to

develop a coordinated approach to this problem, an Intra-Departmental Committee on Runaway Youth was established under the leadership of the Office of Youth Development (also a forerunner to the present YDB). The Committee included representatives from the Office of Human Development, the Office of Education, the Social and Rehabilitation Service, the Office of the General Counsel, the Office of Civil Rights, the Office of the Assistant Secretary for Planning and Evaluation, and the Public Health Service (National Institute of Mental Health). Ex-officio participants on the Committee included representatives from the Law Enforcement Assistance Administration, the National Network of Runaway and Youth Services and the National Youth Alternatives Project.

The plans developed by the Committee focused largely on data collection and other information-gathering and demonstration activities, to be carried out by the participating agencies, designed to lay the groundwork for any future Federal response on behalf of runaway youth and their families. The agencies comprising the Committee supported a variety of research and data gathering projects designed to determine the scope of the runaway youth problem and the kinds of services needed. In addition, NIMH funded 18 runaway youth service demonstrations, ten community education training models, and six projects to document and assess services on behalf of runaway youth and their families. All of these grants went to existing runaway youth centers. At the same time, the Office of Youth Development supported a toll-free, 24-hour, national hotline for runaway youth to demonstrate the effectiveness of and the need for a neutral means of communication between runaway youth and their families. These activities documented the seriousness and complexity of the runaway youth problem nationwide. They also demonstrated the need for community-based responses, as problems with family and school were identified as the major causes of running away.

After these programs had begun, the President signed the Juvenile Justice and Delinquency Prevention Act of 1974 into law. Title III, the Runaway Youth Act, authorized the Secretary of Health, Education, and Welfare to make grants available and to provide technical assistance to local centers, providing temporary shelter and counseling services to runaway youth and their families. In June 1975, 66 grants, totaling $4,146,826, were awarded to runaway youth programs. One of these grants continued the National Runaway Switchboard, the toll-free hotline funded as a demonstration project the previous year.

Prior to the authorization of the Runaway Youth Act, the Department's role had been one of developing information and service models that could be used by States and local communities in creating programs and services for runaway youth and their families. While it has provided direct funding to local runaway youth centers since 1975, the Department has continued its research and demonstration activities and also provides the public with information on programs under the Runaway Youth Act.

Since the passage of the Runaway Youth Act allowed a stable base of funding for the older centers for runaway youth and the creation of many new centers, the organizational form of these centers -- including their staffing patterns and service delivery systems -- has undergone substantial changes. The majority have become more complex, multi-dimensional youth service agencies. Despite this organizational growth, the service philosophy of the runaway youth centers has remained constant. The early runaway youth shelters regarded immediate accessibility, trust, non-judgmental and supportive interaction and the rights of youth as the tenets of quality service delivery. This value system has been successfully retained by the more established runaway centers and has been successfully transmitted to many of the newer centers. It has become a system-wide ethic which ensures that, regardless of the specific center from which youth seek assistance, they can be assured of having their needs met and their problems addressed in the manner most supportive and comfortable to them as opposed to the manner most comfortable to the service provider.

Staff and supporters of the early runaway youth centers worked with the Congress in developing the goals for the Runaway Youth Act and for the National Runaway Youth Program. The goals of the runaway centers funded under the Act as indicated by Section 315 of the legislation, are to:

1. alleviate the immediate problems of runaway youth;
2. reunite children with their families and encourage the resolution of intrafamily problems through counseling and other services;
3. strengthen family relationships and encourage stable living conditions for children; and
4. help youth decide upon a future course of action.

These goals are statements of purpose developed initially by the early runaway youth centers, adopted by the Congress to address a nationwide problem, and embraced by the Department of Health and Human Services and by the new centers funded under the Act. Many of the runaway youth centers have established additional goals that relate to their communities' and clients' comprehensive needs for service and, according to an independent evaluation of a sample of the centers funded by the Youth Development Bureau, all incorporate the goals of the Act when they discuss the purpose of their programs and of the services that they provide.

The first runaway youth centers tended to focus their limited resources on goals one and four. By providing a safe place to stay as well as food and crisis counseling, they relieved the immediate needs of runaway youth and helped them decide what to do next. The Juvenile Justice and Delinquency Prevention Act of 1974, of which the Runaway Youth Act is a part, contributed greatly to increasing

the effectiveness of the runaway youth centers when it mandated the deinstitutionalization of status offenders and the provision of community-based counseling services instead of punishment. This Federal leadership brought about changes in the local juvenile laws and procedures within which the runaway youth centers operate and allowed many of them to develop strong, supportive relationships with juvenile courts, police departments and local departments of social services. As the runaway youth centers became more experienced and better respected in their communities, they became more involved in goals two and three of the Runaway Youth Act -- working toward longer-range solutions to family problems through counseling, referral and aftercare services.

The four previous Annual Reports to the Congress on the accomplishments of the National Runaway Youth Program discussed the growing body of information on runaway and other troubled youth and their families that has been generated by the DHHS Youth Development Bureau and its predecessors. They described the maturation of the Federal program and the evolution of the runaway youth centers funded under the Act into sophisticated, multi-funded agencies responding in a variety of creative ways to the problems exhibited by runaway and homeless youth and their families in their local communities. In FY 1975, 66 runaway youth centers were funded. During FY 1976 and FY 1977, the Runaway Youth Act funded 129 programs. Under the three-year continuation funding cycle -- FY 1978 through FY 1980 -- 165 programs were supported in 48 States, and the District of Columbia, Guam, and Puerto Rico. During FY 1976, 15,000 youth were served by the runaway youth programs and 19,000 were assisted through the National Runaway Switchboard. By FY 1978, the number of youth served by the centers had reached 32,000; 135,880 were assisted by the National Runaway Switchboard. In FY 1979, 43,013 youth were sheltered or received ongoing counseling from the programs, 118,949 were served as one-time, drop-in clients, and 143,000 called the National Runaway Switchboard for help. During FY 1980, 149,659 one-time, drop-ins were served, 44,027 youth were sheltered or received ongoing counseling, and nearly 200,000 used the National Runaway Switchboard.

In the majority of cases, centers funded by the Youth Development Bureau achieve the goals of the Runaway Youth Act by diversifying their sources of income in order to expand their staffs and their programs. These organizations have steadily expanded the range of services they offer runaway and homeless youth and their families, the number of people they serve, and their influence within their local communities. Linked with the National Runaway Switchboard, they form a nationwide network of services to runaway, homeless and other vulnerable youth and their families, providing Federally supported, community-based responses to a national problem.

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THE NATURE AND EXTENT OF THE NATIONAL RUNAWAY YOUTH PROGRAM

The National Runaway Youth Program is a Federally directed, regionally-administered system of community-based services for runaway and homeless youth and their families, and technical assistance and supportive supervision for the runaway youth centers funded by the Runaway Youth Act. The Central Office of the ACYF Youth Development Bureau (Division for Runaway Youth Programs) directs the Program. It is administered by the ten Regional Offices of the Department of Health and Human Services' Administration for Children, Youth and Families (ACYF). The YDB-funded National Runaway Switchboard and the runaway youth centers provide direct services to runaway and homeless youth. The YDB Central Office staff, the Regional ACYF Special Assistants for Youth Affairs, and the staff of a national contractor provide technical assistance, training, and other support and supervision to the runaway youth centers that are funded.

This chapter of the Fiscal Year 1980 Annual Report to the Congress describes the National Runaway Youth Program by outlining its different components and activities, including:

- The Centers Funded under the Runaway Youth Act,
- The National Runaway Switchboard,
- The YDB Youth Services Institute,
- Technical Assistance and Training, and
- Management of the National Runaway Youth Program.

The Centers Funded under the Runaway Youth Act

The Runaway Youth Program is a regionally-administered grant program. Responsibility for selecting and monitoring the runaway youth centers is delegated to each of the ten DHHS Regional Offices. The Special Assistants for Youth Affairs work under the direct supervision of the Regional Program Directors of the Administration for Children, Youth and Families, but receive program direction from the Youth Development Bureau. A Grants Management Officer in each regional program office reviews and approves the financial and other administrative aspects of the grants.

To encourage the stability of the runaway youth centers, the Youth Development Bureau provides support to these centers under three-year funding periods. Applicants competed for Fiscal Year 1978 funding. Annual Reports and noncompetitive reapplications were required during Fiscal Years 1979 and 1980. In FY 1979, 161 centers were refunded, and in FY 1980, 158 runaway youth centers received continued YDB support.

Funding for the runaway youth centers has been allocated region-by-region using the following three-part formula developed in 1975: the number of youth between the ages of ten and 18 in each state according to the 1977 census update; the number of large cities in each state identified as Standard Metropolitan Statistical Areas; and FBI Uniform Crime Report data on the number of runaway youth in each state. Within each region, community-based programs are selected for funding according to the documented need for services to the runaway and homeless youth population, and the program's fiscal and programmatic capability to address the needs of these target populations.

In FY 1978, the Youth Development Bureau supported 165 runaway youth centers. Since that time, funding has been withdrawn from seven of these centers and the monies reallocated within the appropriate regions. The runaway youth centers that lost funding either had developed serious management and service problems that could not be resolved through intensive supervision and technical assistance from YDB, or withdrew voluntarily from the Federal program because they were unable to continue their operations.

In Fiscal Year 1980, 158 runaway youth centers received continuation funding totaling $10,240,000. These centers operate in 48 states, the District of Columbia, Puerto Rico and Guam. They range from small, free-standing shelter programs to components of state departments of social services. Grantees include state, county and city governmental units; major private non-profit organizations such as YMCAs, the Salvation Army, and councils of churches; and, smaller, unaffiliated non-profit community-based organizations. All of the YDB-funded runaway youth centers are accessible to runaway and

homeless youth 24 hours a day and all provide shelter either directly or through temporary foster homes. Counseling is provided by paid staff and trained volunteers, and is readily available at all hours. Appendix B to this report lists the runaway youth centers funded in FY 1980 by region and by state.

The centers funded under the Runaway Youth Act provide runaway and homeless youth with a safe place to stay and help them to define their problems and to develop and implement plans to resolve these problems. Since each youth has his or her individual set of needs, the runaway youth centers are prepared to assist with a wide range of family, school, employment, legal and health-related problems. The centers do so by expanding their own staff and services, and by maintaining large networks of local, state and nationwide relationships with organizations and individuals that can serve their clients. Figure 1-1, which follows on page 8 illustrates the range of services and activities that one runaway youth center has developed and how these efforts relate to the goals of the Runaway Youth Act.

Youth leave or are pushed out of their homes during crises that are caused by the whole range of personal and social problems affecting families in the United States. Therefore, the YDB-funded runaway youth centers serve as community-based intake and problem-identification points for their local social services sytems. Center staff are able to offer only short-term assistance in their shelter facilities; therefore, they work intensively and quickly to obtain the other services that are needed by their client youth and families. The centers report that there are few resources available for youth who cannot return to their homes and that few services focus on helping severely dysfunctional families who are trying to remain together. Many organizations that were founded as runaway youth centers have developed additional service components to meet unmet needs such as these. YDB is supporting this trend by conducting research and demonstration activities focusing on the ways the runaway youth centers can expand their services directly or through networking efforts in their community, state, and region.

Centers for runaway youth are generally the only private social service agencies in their local communities offering crisis intervention services 24 hours a day. Consequently, they work with many people -- youth and adults -- on a one-time, crisis intervention basis. Telephone and drop-in services are difficult to document, but the Youth Development Bureau has placed a priority on the increased reporting of the number of one-time clients served, and runaway youth centers that have been responsive. The YDB-funded runaway youth centers documented services to 133,000 client youth on a one-time, drop-in over the telephone basis during FY 1980.

FIGURE 1-1
RELATIONSHIP BETWEEN SERVICES PROVIDED
AND RUNAWAY YOUTH ACT PRIORITIES

More than 44,000 youth received shelter or ongoing counseling from the Runaway Youth Act-funded centers during FY 1980. Approximately 80 percent of these youth came to the runaway youth centers from their parents' or legal guardians' homes. More than one-half of these young people cited poor communication and other problems in relating to their parents and siblings as among their reasons for leaving home. However, a sizeable number of the youth served also described themselves as being abused, neglected or forced out of their homes. About 15 percent reported that they needed help with school-related problems. Eight percent of the youth served by the runaway youth centers said they needed help with emotional or personal problems.

These problem areas overlap, and many of the youth reported that they were troubled by a range of family, school, personal and other problems. The runaway youth centers have found that they must be able to serve youth with drug and alcohol-related problems, those needing jobs, youth who are pregnant or are already single parents, and youth with a range of physical illnesses and emotional problems. The centers respond by helping their clients sort out and define their problems, develop short- and long-range plans for dealing with them, and obtain professional treatment or assistance from other service programs when needed.

Young people also come to the runaway youth centers from the homes of relatives and friends, from foster and group home placements, and from institutional settings. Some have been on their own for quite a long period of time and, thus, report either that they have been "living independently" or have been "on the run." Approximately 20 percent of the youth served by the YDB-funded centers have not recently resided in their parents' or guardians' homes. Such youth have few alternatives available to them since their family problems are frequently very severe, resulting in the need for a wide range of counseling and other support services as well as the location of an appropriate living arrangement.

In reporting on the young people that they serve, the YDB-funded runaway youth centers describe 41 percent of their clients as being runaways, 11 percent as having been pushed out of their homes and 18 percent as having left home with the mutual agreement of their parents or guardians. "Mutual agreement" may be positive or negative. Some youth and their families agree that, for financial or other reasons, the youth should leave home. In these cases, the centers can usually expect some parental cooperation. When "mutual agreement" means that the youth and the parents or guardians refuse to have any further relationship whatsoever, the runaway youth centers often locate or create alternative living situations without any assistance from the family, and assist those young people in developing their own foster care, group home and independent living and employment services.

While the YDB-funded runaway youth centers report that they are serving many local youth, particularly pre-runaways and youth who have been pushed out of their homes, many young people leave their home communities as a reaction to the crises that they are facing. The information provided to YDB by its funded centers on the distance that their clients ran indicates that about 47 percent of the youth reported having run ten miles or more, while 25 percent went at least 50 miles away from home. However, 53 percent of the youth served by the centers were less than ten miles from their homes.

The inter- and intra-state nature of the need for services for runaway and homeless youth has led the runaway youth centers to set a high priority on developing programmatic linkages that extend beyond the geographic area in which they are located through community participation in metropolitan, state, regional and national networks of runaway and other youth serving agencies and organizations. Through these relationships, the centers share program information, training, and other supportive activities. Agencies collaborating with the YDB-funded runaway youth centers in serving inter- and intra-state runaway and homeless youth include Travelers Aid, YMCAs, YWCAs, state agencies implementing Interstate Compact agreements, and a host of other public and private youth and family service organizations. Additionally, the centers use these networks, as well as the YDB-funded National Runaway Switchboard, to locate and seek needed services for young people who are returning to other jurisdictions.

The National Runaway Youth Program serves youth from all backgrounds. Minority youth comprise nearly 28 percent of the clients receiving shelter or in-depth counseling services from the YDB-funded centers. Of these youth, about 17 percent are black and six percent are Hispanic. American Indians and Asian/Pacific Islanders make up approximately four percent of the centers' client population. While YDB does not request data on the family income of the youth served, its funded centers report that these clients' families generally reflect the range of income within their local communities. Those centers serving depressed inner city or rural communities serve more youth from poorer families. Those based in the suburbs may serve a broader mix of wealthier and poorer clients depending upon the income range among the residents in the surrounding areas.

Approximately one-half of the youth seeking services from the YDB-funded runaway youth centers were attending school regularly. Thirty percent, however, reported school-related problems: they had dropped out of, been expelled from, or were occasionally truant from school. While the YDB-funded centers reported receiving few referrals directly from school personnel, the services they provided to runaway and homeless youth frequently address school-related problems. Additionally, the centers conduct a range of outreach activities in the schools and their staff frequently hold conferences with youth and teachers or school counselors. The centers also encourage those youth who are attending nearby schools to continue going to school while they are being sheltered, even though their lives are in crisis. Several of the centers, moreover, have developed their own tutoring programs, or have created alternative school programs.

In 1979, Berkeley Planning Associates (BPA) completed a 19-month study of a representative sample of 20 YDB-funded runaway youth centers designed to qualitatively evaluate their effectiveness in achieving the goals of the Runaway Youth Act. As reported in the FY 1979 Annual Report, the evaluation found that the YDB-funded centers are achieving the goals of the Act and are doing so largely by expanding their services beyond those that could be provided under the Runaway Youth Act funds. The centers are able to do so by incorporating a wide variety of professional and paraprofessional volunteers and student interns into their staff and by diversifying their sources of income.

The BPA study reported that the average center in its sample received $67,000 in Runaway Youth Act funds while its average program budget was $146,000. Thus, the Youth Development Bureau provided 45.8 percent of these centers' total costs.

Data on the other sources of support that are obtained by the YDB-funded centers are also available from the Grantee Annual Reports that are submitted as part of the grant applications for non-competitive continuation funding. While the Youth Development Bureau cannot require that the centers provide information on the other funds that are received beyond documenting the source of the ten percent match mandated by the Runaway Youth Act, it does encourage the centers to provide summary information about these funding sources -- as well as the levels of support received -- in these Grantee Annual Reports. Of the 158 Reports submitted for the period July 1979 to June 1980, 132 detailed the sources of funding received other than "contributions" or "local fundraising."1/ The review of a sample of these Reports indicates that the average Runaway Youth Act grant is $56,798 and that the average total program budget is $149,856. Thus, the Runaway Youth Act provides 37.8 percent of the program budgets of the centers included in this sample.

1/ Since the centers are not provided with a uniform reporting mechanism, they report "other sources of funding" using their own terminology and, for example, may or may not identify a "Department of Human Resources" as State or local. In their Annual Grantee Reports, the centers frequently referred to "CETA" or "LEAA/JJDP" funds, not mentioning whether the state or local agencies allocated these funds. Many of the centers listing other sources of funding did not specify the amount of support received. Others reported funding from agency or governmental programs but did not detail donations received from foundations, religious institutions, or individual--sources of general support funds for most runaway youth centers.

As shown in Figure 1-2, the YDB-funded runaway youth centers are participating in a variety of Federal, state and local funding programs. Those centers receive Federal funds -- either directly or through state or local conduits -- from the Department of Justice's Law Enforcement Assistance Administration and Office of Juvenile Justice and Delinquency Prevention; the Department of Labor's Comprehensive Employment and Training Act; the United States Department of Agriculture Foods Programs; the Administration on Aging, and the National Institute on Drug Abuse.

YDB-funded centers have also received grants from the DHHS' National Center on Child Abuse and Neglect, as well as contracts for services and grants from State Departments of Human Services and Mental Health, State Criminal Justice Commissions, State Court Systems, and State Alcohol and Drug Abuse agencies. Those centers located in states in which active networks of runaway youth programs have been organized (such as Maryland and California) report similar sources of state support, which indicates a sharing of information and influence among member centers.

The YDB-funded runaway youth centers are also included in some county and state budgets. They also contract with or receive grants from county and local mental health agencies, social services departments, youth bureaus and youth boards. Two of the runaway centers reported receiving support from local police departments, and one from a local rescue squad.

United Way campaigns contribute to about one-third of the budgets of the reporting centers. Other private sources of support include foundations, the Junior League, private reimbursement for services, local organizations and corporations, local religious institutions, YMCAs and YWCAs, the Salvation Army, membership drives and small business activities.

The YDB-funded runaway youth centers that are sponsored by state, county and local jurisdictions and by larger private agencies reported receiving a wide range of in-kind and supportive services from their sponsors. The smaller, free-standing runaway youth centers also reported in-kind contributions of volunteer time and materials. Many of these centers rely heavily upon high school and college internship programs for the volunteers.

FIGURE 1-2

132 PROGRAMS REPORTING "OTHER SOURCES OF INCOME"[1]

Source	Number Reporting Source	Percent of Programs Reporting
Federal Funding[2]		
LEAA/JJDPA	20	15.00%
CETA	32	24.00%
NIDA	2	1.50%
NIAA	0	
NCCAN	1	.75%
USDA (Foods Programs)	40	30.00%
Aging	2	1.50%
Title XX[3]	17	13.00%
Subgrants of Federal Funds Through Networks	8	7.00%
State Funding[4]		
Dept. of Public Welfare/ Social Services	32	24.00%
Dept. of Children & Youth	3	2.00%
Dept. of Mental Health	3	2.00%
State Criminal/Juvenile Justice Commission	28	21.00%
State Alcoholic/Drug Abuse Program	2	1.50%
State Courts/Juvenile Justice	7	5.00%

Source	Number Reporting Source	Percent of Programs Reporting
County Funds		
Budget or Contracts	19	14.00%
Mental Health Dept.	6	4.50%
Social Service Dept.	18	13.60%
Youth Bureau/Board	7	5.00%
County Juvenile Court or Services	15	11.00%
City/Town		
Budget or Contracts	23	17.00%
Youth Board	2	1.50%
Dept. of Youth/Human Services	11	8.00%
Police Dept.	2	1.50%
Private Funds[5]		
United Way	41	31.00%
Junior League	5	4.00%
Foundations	15	11.00%
Private Reimbursement for Services	16	12.00%
Organization/Business/ Corporation	5	4.00%
Rescue Squad	1	.75%
Churches/Dioceses	8	6.00%
Business Activities	2	1.50%
YMCA/YWCA	2	1.50%
Salvation Army	2	1.50%
Membership Drives	3	2.00%

FOOTNOTES - FIGURE 1-2

1
Does not include general references to "community," "miscellaneous donations" or individuals. These references in the Grantee Annual Report undoubtedly include many smaller donations and grants from churches, foundations, clubs, and fundraisers.

2
Direct or through state or local conduit agencies but identified by the centers as "CETA" or "JJDPA" funds without reference to the specific conduit.

3
Additional Title XX funds undoubtedly go to those centers reporting state or county human service department contracts or purchase of service agreements.

4
Probably includes some Federal sources of funds with the centers identifying the conduit agency other than the Federal program where the funds originated.

5
Undoubtedly under-reported. The centers frequently listed "local fundraising" as a source of private funds. Such general references are not included in this listing.

The National Runaway Switchboard

The National Runaway Switchboard (NRS) is a confidential, toll-free, 24-hour information, referral and crisis intervention telephone service.* It is designed to assist young people who have run away from, been thrown out of, or are considering leaving their home and families. It is operated by Metro-Help, Inc., a Chicago-based metropolitan telephone assistance program. The Switchboard was initiated through an HEW Office of Youth Development demonstration grant in 1974. Since then, it has been supported by the Runaway Youth Act. In January 1979, funding for the Illinois portion of the NRS was assumed by the State of Illinois Commission on Delinquency Prevention using Title XX funds. During FY 1980, the Switchboard received $260,000 in YDB funds.

The National Runaway Switchboard links its callers with the assistance that they need in three basic ways:

- o Intervention: it provides a neutral channel through which runaway and homeless youth can try to re-establish contact with their parents or guardians and/or receive counseling;

- o Referral: it identifies agency resources for runaway youth and their families in the communities from which they are calling;

- o Prevention: it identifies home-community resources that can provide assistance to young people and their families who call the Switchboard before a runaway incident actually occurs.

The NRS also helps agencies working with runaway youth to identify those resources in the runaways' hometowns that can facilitate the provision of services to these young people following their return home. The NRS maintains an up-to-date listing of over 7,000 agencies throughout the country which serve young people. This listing includes runaway youth centers, group homes, community mental health centers, drug and alcohol counseling agencies, medical clinics, and other organizations that can assist runaway youth who are either "on the road" or in their home communities.

In addition to providing direct telephone counseling and referral information, the NRS can connect calls together so that two or more persons in different locations can talk on the same line. Consequently, the NRS is able to conduct a cross-country, three-way referral session with a runaway youth and an agency to which he or she is being referred or it can conduct a family counseling session with a runaway youth and his or her family. This capacity also allows the YDB-funded centers to be patched through to other agencies on the 800 line, thereby allowing them to reduce their long-distance telephone expenses.

* Toll free telephone number: 800/621-4000

According to the data gathered by the NRS, the average young person who calls the Switchboard is between the ages of 13 and 17, but probably is 16 years old. Sixty-two percent of the callers are female, although the Switchboard staff report an increasing number of calls from young males. According to the NRS data, the callers have an even chance of being from any community in the continental United States--suburban, urban, or rural. The callers are usually first-time (54.2 precent) or second-time (16.3 percent) runaways, and usually want to talk to someone about their problems. They are generally staying with friends or a relative and have been gone from home less than one week.

More than one-third of the youth calling the Switchboard want to contact their families. In this type of call, a young person "on the road" calls the NRS with a message that he or she wants delivered to his or her parents or guardian. The NRS volunteer requests identifying information on both the caller and the family, the message is transcribed verbatim and is transmitted to the family by another volunteer. All callers requesting the message service are offered the opportunity to speak directly with their families by being patched through on a NRS telephone line. An increasing number of young people are taking advantage of this confidential method of speaking to their parents, while others prefer to have their messages transmitted by Switchboard personnel. Most of the messages are positive or neutral, such as "I'm okay, don't worry." "I'll be home soon." "If you'll listen to me, I'll come home." The NRS asks each caller if he or she will call back for a return message from the family. If the answer is affirmative, the parents are encouraged to leave a reply for their child. Some families have sent five messages back and forth before they agreed to meet.

The National Runaway Switchboard maintains statistics on the telephone calls that it receives and on the types of referrals that it makes. During the calendar year 1979, the Switchboard received 143,797 calls. Seventy-seven percent of the youthful callers were runaways; 19 percent were contemplating running away; and, four percent had been pushed out of their homes (this constitutes two times the number of "throwaways" who contacted the NRS in 1976).

The callers described a wide range of problems that resulted in their seeking assistance from the Switchboard, including family problems (27.4 percent), housing-related issues (24.7 percent) and emotional concerns (16.2 percent). During 1979, the NRS received nearly four times as many calls concerning physical and sexual abuse than it had during the previous three-year period. While this type of call constituted only 3.5 percent of the telephone calls received in 1979, it translates into 5,033 teenagers contacting the Switchboard that year about sexual or physical abuse-related problems.

The NRS has found that, increasingly, young people spend less time away from home before they call for help. In 1976, the average runaway youth spent a week "on the road" before calling the NRS. The 1979, data showed that the callers had been away from home for only three or four days at the time they called the Switchboard.

The NRS staff report that while there has been an increase in the number of communities offering services to runaway youth, many areas remain under or unserved. In addition, staff who attempt to refer youth to existing facilities frequently find that these programs are filled to their licensed capacities. The National Runaway Switchboard and the YDB-funded centers serve most often as the entry point to services for families in trouble with the runaway incident itself exposing serious family problems. From this initial contact, many youth and families who have not known how to take advantage of the health and social services that are available in their communities are assisted in doing so. The National Runaway Switchboard is an important component of the National Runaway Youth Program which links the YDB-funded centers and other community agencies nationwide with youth and families in crisis. The NRS is also an important source of data on the runaway, homeless and other vulnerable youth in the nation.

Technical Assistance and Training

Section 311 of the Runaway Youth Act authorizes the provision of technical assistance and short-term training to the centers funded under the legislation. The purpose of this assistance is to continually improve centers' performance and, thereby, to increase their effectiveness in serving vulnerable youth and their families. The Youth Development Bureau provides training and technical assistance to the centers' staff both directly (through the YDB Central Office staff and the Regional Special Assistants for Youth Affairs (SAYAs)) and through a private contractor (Aurora Associates). During the past two years, YDB Central and regional staff have assumed a key role in providing such technical assistance and training. Using their personal knowledge of the centers as well as the information received from the Quarterly and Annual Grantee Reports, the SAYAs have developed regional training and technical assistance plans, allocating regional training funds and contractor technical assistance staff days according to the needs and interests of the centers in their regions.

Drawing upon its several years of experience in providing training and technical assistance to the Runaway Youth Act-funded centers, the Youth Development Bureau revised its technical assistance and training plans for FY 1980 to:

- highlight critical issues affecting the majority of the centers including fiscal management, coalition development and the creation of alternative sources of funding;
- concentrate its limited technical assistance and training funds for maximum effectiveness;
- allow for regional development of training and technical assistance plans by the Special Assistant for Youth Affairs in each region, thus increasing the SAYAs' responsibility and making training and technical assistance more responsive to regional needs; and
- greatly simplify procedures for the reimbursement of centers for local, state and regional training and technical assistance events funded through the national technical assistance contractor.

During FY 1980, individual runaway youth centers training events, workshops for staff from clusters of centers, and state and regional conferences or meetings were made possible by YDB training funds. Those conferences and shared training events were helpful to the ongoing development of linkages among the YDB-funded centers -- a YDB and training and technical assistance priority.

The Youth Development Bureau modified its approach to the provision of technical assistance during FY 1980 to increase the impact of available technical assistance funds. In past years, limited technical assistance had been provided to all of the YDB-funded centers. In FY 1980, YDB concentrated its technical assistance resources on those centers having a greater need for, or interest in, technical assistance. The national technical assistance budget was allocated regionally, and the Special Assistants for Youth Affairs were asked to select runaway youth centers to receive either "focused" or "intensive" technical assistance from the staff of the national contractor. The "focused" technical assistance was designed to provide a center or a network of centers with assistance in meeting a clearly discernible program or organizational need of objectives, and was carried out by the contractor's staff through one-time site visits of up to three days. The "intensive" technical assistance was designed to provide ongoing, indepth assistance to centers undergoing organizational expansion or change that required such help during and following the implemented planned changes. This intensive format permitted the technical assistance staff to work closely with each center for approximately six months through the conduct of three on-site visits totaling eight days.

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The FY80 Youth Services Institute

Using technical assistance and training funds, the Youth Development Bureau sponsored its second Youth Services Institute (YSI) at Oberlin College in June 1980. The YSI is a five-day course of intensive advanced study for selected center staff, Special Assistants for Youth Affairs, and YDB Central Office staff. It is a unique training and networking approach to increasing the knowledge base of the YDB-funded centers for runaway youth in the areas of program development, fiscal management, and public policy. The goal of the YSI is to develop trained resource persons in each region and in the Central Office who are available to provide training or assistance to center staff. The YSI also brings center leadership together with regional and Central Office staff for important and ongoing discussions concerning the programs they are operating and the needs of youth in their communities. Sharing the YSI with the center staff provides the managers of the Federal program with important insights into both day-to-day program operations and with the problems that the centers must confront in managing their programs of service and in trying to influence local policy and programs on behalf of their clients. Days at the YSI are filled with coursework, evenings with meetings and consultations. The YSI experience has been very well received by all participants.

Three courses of study were offered at the FY 1980 Youth Services Institute. The participants used and evaluated self-instructional training manuals, prepared by the course instructors and by YDB's national technical assistance contractor, Aurora Associates. These manuals were subsequently distributed to all of the YDB-funded runaway youth centers. Youth Employment and Education, prepared and presented by Dr. Gerald Blake of Portland State University in Oregon, oriented the participants to the development and implementation of Federal education and youth employment policies, and how agencies and youth can influence and benefit from these programs. Social Change: Assessing and Influencing the Policy Development Process, taught by Dr. Milan Dluhy of the University of Michigan, covered techniques for successfully building coalitions and for involving youth in policy development processes at the local, state and national levels. Richard LaBus of the Support Center in Washington, D.C. presented the course on Fiscal Management: Beyond the Basics which covered the range of financial management issues facing an experienced program administrator, including the structuring of financial management systems, the relationship between financial and program planning, and determining when and how to use such services as computerized accounting, auditors, and accountants.

Management of the National Runaway Youth Program

The Division of Runaway Youth Programs within the Youth Development Bureau sets the program policies for the National Runaway Youth Program, funds the organization which operates the National Runaway Switchboard, and selects and monitors the national training and technical assistance contractor. The grantee runaway youth centers are chosen through a regional selection process that is conducted by the Special Assistants for Youth Affairs in each regional office of the Department's Administration for Children, Youth and Families. The SAYAs monitor center activities and provide the information required by the Central Office to allow it to appraise and report on the overall performance of the National Runaway Youth Program.

YDB has developed a system for gathering information from its funded centers that provides information not only for the evaluation of the National Runaway Youth Program but also for national youth development planning. YDB's responsibility is to ensure:

- o the achievement of the purposes of the Runaway Youth Act,
- o the effective management and training of center staff,
- o the responsible use of Federal funds, including compliance with matching requirements, and
- o the coordination of all levels of the National Runaway Youth Program.

YDB has continued to refine its computerized Management Information System (MIS) in order to improve the reliability of the data that are maintained on the clients served by the National Runaway Youth Program. During the past year, the reporting form used by the Runaway Youth Act-funded centers in recording demographic data, as well as the services provided to each young person served on a residental and non-residental ongoing basis has been revised, in consultation with center staff, to ensure increased consistency in the reporting by the centers. During the coming fiscal year, the runaway youth centers will receive quarterly computer reports, generated from the client data they have reported, describing the clients served by centers, both regionally and nationally.

The Special Assistants for Youth Affairs visit each runaway youth center in his or her region once each funding cycle to compare its performance with a uniform set of national Program Performance Standards and related criteria. The standards and accompanying criteria -- covering such areas as the provision of 24-hour services, required intake procedures, counseling practices and the provision of aftercare services -- allow the SAYA to assess centers' performance in achieving the service goals of the Runaway Youth Act.

Site visits by the SAYAs, as well as the Grantee Annual Reports, allow regional and national staff to readily identify technical assistance and training needs among the Runaway Youth Act-funded centers. This assistance may be provided locally, through regional meetings conducted by the Special Assistants for Youth Affairs, or under the annual regional training and technical assistance plans by the national contractors or through local consultants.

Each runaway youth center is required to submit quarterly and end-of-the-year financial reports to the appropriate DHHS regional office. The quarterly reports cover the flow of Federal funds to the center, while the year-end reports document the use of both Federal funds as well as the non-Federal match applied to the YDB grant. The centers are also required to submit financial audits sampling their management of Federal funds at least every two years. These audits are reviewed by the Regional Special Assistants for Youth Affairs and by staff at the Regional Office of Fiscal Operations.

All of the YDB-funded runaway youth centers are also required to submit narrative Annual Grantee Reports at the end of each program year describing their progress, not only in obtaining their own annual service goals and the goals of the Runaway Youth Act as well, but also their plans for the coming year.

In addition to monitoring their achievement of the goals of the Runaway Youth Act, YDB also ensures that its funded centers comply with various Federal laws applying to all Federally-funded organizations and informs the centers of changes in YDB or other Federal policies. During FY 1980, for example, the centers were required to complete assessments of their compliance with Section 504 of the Rehabilitation Act of 1973 regarding the accessibility of their services to the handicapped and to submit plans for resolving any compliance problems to the regional office.

The Youth Development Bureau conducts a wide variety of activities designed to ensure that the centers take advantage of the range of resources that are available at the local, state, regional, and Federal levels. YDB asks each center to report the local linkages that is has established and the other sources of funding that is has received in order to identify gaps that may require coordination at the Federal level. It also notifies the centers of other Federal agencies' informational, programmatic, and funding resources and encourages their participation in local, state, regional and Federal planning efforts related to social services. Representatives of the YDB-funded centers also serve on local neighborhood, city, and county advisory and planning boards; participate in state, regional and national advisory boards of resource and information centers and of programs funded by Federal agencies within and outside the Department of Health and Human Services.

FY 1980 RESEARCH AND DEMONSTRATION ACTIVITIES

In addition to supporting centers under the Runaway Youth Act, the Youth Development Bureau maintains Federal responsibility for conducting research and developmental activities designed to generate new information about as well as innovative models of service delivery to vulnerable populations of youth and their families. The results of these research and demonstration efforts are produced as reports, "how to" manuals, and other informational materials for both the public and other relevant Federal policy-makers. These research and demonstration initiatives enable YDB to identify emerging youth development issues as well as potential strategies for more effectively dealing with these centers. The following FY 1980 research and demonstration activities have been supported through research monies provided YDB under Section 426 of the Social Security Act or through interagency agreements with other Federal agencies interested in testing the potential for broadening the services provided by the YDB-funded centers for runaway youth through other Federal funding resources.

- o Youth Participation and Community Services/Job Development Demonstrations

  In FY 1980, YDB provided second-year demonstration project support to 17 centers for runaway youth designed to improve the employment training and career development services that are available to the vulnerable youth served by these centers who are in need of such assistance. These Youth Participation and Community Services/Job Development Demonstration Grants are designed to demonstrate the effectiveness of providing vulnerable youth with direct employment experiences and supportive services; to foster positive developmental experiences by involving the participants in program planning and decision-making activities; to promote these linkages between education and employment; to expand the service capabilities of the centers themselves through the utilization of youth as service providers; and, to promote employment opportunities for youth in the community. The funding for the demonstration projects was provided through an interagency agreement with the Department of Justice (Office of Juvenile Justice and Delinquency Prevention) and the Department of Labor (Office of Youth Programs). During the first year, the developmental funding period, training and technical assistance was also provided to the centers in developing the new youth employment service components and an evaluation of program operations.

- Title III Coordinated Networking Initiatives

  Selected YDB-funded centers for runaway youth received supplemental grants to establish or strengthen regional, state or local networking initiatives. "Coordinated networks" are defined in the regulations implementing the runaway youth act as constituting "two or more nonprofit private agencies, whose purpose is to develop or strengthen services to runaway or otherwise homeless youth and their families." Each region was allocated $25,000 for a one-time effort to support or expand existing networks involving funded centers or to support these centers into establishing or expanding local linkages with youth and family service providers in order to improve the services that are delivered to runaway and homeless youth and their families.

- Family Research Grants

  Through an agreement with ACYF's Research, Demonstration and Evaluation Division and its Office for Families, YDB funded one runaway youth center in each of five regions to participate in a study of the family problems that result in runaway behavior and homelessness among young people. Center staff will conduct comprehensive interviews with current and former clients regarding the nature of the family problems and their service needs. The findings from the Family Research Grants will not only contribute to a better understanding of the etiology of the family problems encountered by runaway and homeless youth, but also will assist YDB in identifying their service areas which need to be strengthened in order to address these problems prior to, during, and following the runaway episode.

- Development of Models for Adolescent Day Care Services

  YDB is completing a joint initiative with ACYF's Day Care Division designed to identify innovative models for the provision of comprehensive day care services to pre-adolescent youth, ages 10 through 17 before and after school and during the summer months. This initiative will identify the specific target populations which could benefit from such services as well as their developmental, supportive and other service needs. The information on service models will be generated through a review of the literature and through the conduct of site visits to exemplary programs. The models that describe day care programs will be published as a practical "how to" document and will be distributed to the Runaway Youth Act-funded centers, and to other interested youth service providers.

- Improving the Opportunity of Runaway Youth Centers' to Participate in Title XX Services

  YDB is supporting a demonstration project in Ohio, jointly funded by the OHDS Office of Policy Development, designed to link resources under the Runaway Youth Act and Title XX, and to more comprehensively address the needs of runaway or homeless youth. Nine projects for runaway youth, located throughout the state of Ohio, are being assisted in strengthening access to Title XX resources by runaway youth centers and their clients.

- Secondary Analysis of the Data Compiled on the Clients Served by the Runaway Youth Act-Funded Projects

  YDB is sponsoring a comprehensive analysis of the clients and young people provided ongoing services by the Runaway Youth Act-funded centers since FY 1979. This study is designed to generate a profile of the clients served by these centers, including changes in their characteristics and service requirements over time, and to the extent that data are available, to determine the effectiveness of the services provided in achieving the goals of the Runaway Youth Act.

- Designing Services for Homeless Cuban Youth

  ACYF and YDB staff have been assisting the Office of Refugee Resettlement with the difficult problem of developing plans and programs for the 2,000 unaccompanied youth who arrived in the United States during the spring of 1980 as part of the Cuban Entrant population. A YDB staff member was detailed to the Office of Refugee Settlement during September 1980 to help plan for the placement of these homeless youth, particularly those with histories of serious juvenile offenses. The Acting Director of YDB was asked to direct the youth services activities of the Office of Refugee Resettlement during early FY 1981, serving as the principal ACYF/HDS spokesperson and planner for OHDS in developing and carrying out intra- and interdepartmental plans for the provision of services to these refugee youth.

  Additionally, the Central Office linked the local YDB-funded runaway youth centers in Wisconsin and Florida with the relevant state agencies in an effort to create placements for these unaccompanied Cuban youth. The centers organized "local support, obtained donated materials and supplies," provided services to Cuban youth, and assisted state officials in identifying appropriate long-term placements for those youth.

FEDERAL COLLABORATIVE ACTIVITIES

The Youth Development Bureau maintains a distinctive role in providing leadership within the Federal government on the policies and practices that affect young people. YDB serves as a liaison among Federal agencies supporting programs that affect youth and has initiated a number of collaborative activities linking YDB with the Department of Labor, the Department of Justice, and relevant agencies within DHHS. Within DHHS, YDB has developed linkages in conjunction with the Alcohol, Drug Abuse, and Mental Health Administration's National Institute on Drug Abuse and National Institute on Alcohol Abuse and Alcoholism, and with other programs within the Administration for Children, Youth and Families. Past collaborative efforts at the Federal level have led to the funding of youth employment demonstration programs using funds provided by the Departments of Labor and Justice; and, the inclusion of assistance to runaway youth and their families in the National Institute on Drug Abuse's definition of "prevention," thereby opening up this preventive funding source to the YDB-funded runaway youth centers. The collaborative activities that are currently being conducted by YDB at the Federal level include the following:

- Coordination with the Department of Justice/Office of Juvenile Justice and Delinquency Prevention Activities

  As mandated by the Runaway Youth Act, DHHS has coordinated its activities with the Department of Justice's Office of Juvenile Justice and Delinquency Prevention and with the implementation of the Juvenile Justice and Delinquency Prevention Act and the Omnibus Crime Control and Safe Streets Act. The Director of the Youth Development Bureau represents the Secretary on the National Advisory Committee on Juvenile Justice and Delinquency Prevention and on the Coordinating Council on Juvenile Justice and Delinquency Prevention.

- Developing Closer Coordination with Title XX and Child Welfare Services at the Federal Level

  Social Security Act funds (Title XX and the Child Welfare Services Program, Title IV-B) constitute potential sources of support for services to runaway and homeless youth. Collaborative efforts with the Federal staff managing these programs have led to two interagency initiatives. Under an agreement with ACYF's Day Care Division, YDB is funding a study for the development of model day care service programs for pre-adolescents and adolescent youth needing supportive supervision and constructive activities before and after school and during the summer months.

o Providing Federal Consultation to Local Human Service Planning

The Baltimore Blueprint is a pilot program supported by the Department of Health and Human Services. Under this project, the system of existing social and city services in a neighborhood of 64,000 persons in Southwest Baltimore, Maryland, is being studied by issue-oriented task forces, composed of service recipients and providers, in an effort to develop plans for institutional and organizational change designed to improve services to the community. A member of YDB's staff spends two days each month working with the Baltimore Blueprint's Policy Team on Juvenile Justice.

Appendix A:
Overview of the Clients Served by the
Runaway Youth Act-Funded Centers During FY 1980

The purpose of this Appendix to the FY 1980 Annual Report to the Congress on the Runaway Youth Program is to profile the young people served by the Runaway Youth Act-funded centers during that fiscal year; to describe the range of services that were provided to these youth; and, to present some of the implications that are raised by the client data regarding youth needs and problems.

Overview of the Clients Served and of the Services Provided

During FY 1980, the 158 Runaway Youth Act-funded centers provided ongoing services to approximately 44,000 young people either on a temporary shelter or on a non-residential basis. The majority of these clients (58 percent) were female, and 42 percent were male. Youth aged 15 and 16 accounted for nearly one-half (48 percent) of the clients served. Although 73 percent of the clients were white, the centers served a substantial proportion of racial and ethnic minority youth: 17 percent of the young people who received services were black, and 6 percent were Hispanic. Fifty percent of the youth were attending school regularly, while 18 percent were described as being enrolled in school but occasionally truant. One-rifth of the clients, however, had dropped out of school.

The majority of the young people served by the Runaway Youth Act-funded centers during FY 1980 were described either as being runaways (41 percent) or as having been pushed out of their homes or as otherwise being homeless (15 percent). An additional 18 percent of the clients had left home with the mutual agreement of their parents or legal guardians, and 5 percent were contemplating running away from home. The remainder (21 percent) were served for non-runaway related reasons.

The primary living arrangement of these young people during the year prior to their coming to the centers for assistance was home with their parents or legal guardians: 79 percent of the clients served had resided in such settings. The other living situations that were most frequently indicated included foster, relatives' or group homes (4 percent each) and independent living arrangements (2 percent). Of the youth who had lived in a family setting, 37 percent had resided with both parents. A larger percentage of youth, however, came from families that had experienced marital transitions: 21 percent of these young people had lived with their mothers only, 19 percent with mothers and stepfathers, and 6 percent with fathers and stepmothers.

The largest proportion of the young people served (26 percent) were self-referred, having either learned about the center on their own or from a friend. A significant number of the client, however, were referred by other agencies, which is evidence of the fact that the centers have established sound working relationships with public and private service providers in their communities. Eleven percent of the clients served during FY 1980 had been referred by the police, 10 percent by the juvenile courts, and 9 percent by protective service agencies.6/

These young people sought or were referred to services from the Runaway Youth Act-funded centers for a variety of reasons. The reason that was most frequently cited was the lack of communication and/or poor relationships with parents; 54 percent of the clients indicated that this was a major problem for them. Other intrafamily problems that were frequently mentioned included the following:

- o overly strict or protective parents/the desire for increased independence2(35 percent);
- o emotional neglect or rejection by the parents ('5 percent);
- o being directed to leave home by parents (14 percent);
- o conflicts between the parents and/or other adults in the home (10 percent); and,
- o sibling rivalry (10 percent).

The non-family problems that were most often encountered related to poor self-images (20 percent); school-related problems, particularly with respect to truancy (16 percent) and poor grades (8 percent); and, problems with the juvenile justice system (13 percent).7/

The majority of the clients served -- 74 percent -- received temporary shelter, while 26 percent were served on a non-residential basis. This shelter was most frequently provided in facilities directly managed by the Runaway Youth Act-funded centers themselves (95 percent of the young people served on a residential basis). Additionally, 4 percent of the youth were housed in volunteer private homes, and one percent were sheltered in various types of community-based group facilities. Fifty-six percent of these clients were sheltered for five nights or less, while 27 percent received housing for six to ten nights. Although 65 percent of the runaways left shelter after one to five nights, 50 percent or more of the other types of clients served by the Runaway Youth Act-funded centers remained in shelter for more extended periods of time due to such reasons as the need to obtain longer-term assistance in resolving their problems and the delays encountered in locating appropriate living arrangements for them.8/

The service most frequently provided to the young people served by the centers was counseling: 93 percent of the clients served received individual counseling and 44 percent participated in group counseling sessions. Additonally, 42 percent of the youth and one or more family members received family counseling. The centers also provided a range of other services -- largely directly, but also through referrals to other agencies or individuals in their communities -- designed to address individual client needs. Other types of assistance provided to a signficant number of the young people served included recreation (30 percent of the clients served); transporation (28 percent); assistance in locating alternative living arrangements (14 percent); and, medical services (12 percent).9/

One or both of the parents of 56 percent of the young people served by the Runaway Youth Act-funded centers during FY 1980 participated in center services, primarily in family counseling sessions. The rate of such participation varied, however depending upon the client type. It was highest for those clients who were contemplating running away (67 percent) or who had run away from home (61 percent). Conversely, the rate of parental participation was lowest for those youth who were classified as being homeless (18 percent).10/

Seventy-three percent of the youth served during FY 1980 either returned to or (for the non-sheltered clients) remained home with their parents or guardians at the termination of services, demonstrating that the centers were successful in achieving the legislatively mandated goals of resolving intrafamily problems and reuniting young people with their families. For other youth, however, such reunification was not possible or was determined not to be in their best interests for reasons ranging from the absence of stable living arrangements to which they could return to the persistence of serious intrafamily problems. Appropriate alternative living arrangements, therefore, were developed for these youth by the centers based upon individual client needs. These arrangements included foster, group or relatives' homes (4 percent each); friends' homes (3 percent); and, independent living situations (2 percent). Four percent of the youth served, however, remained on the run/street 11/

The effectiveness of the runaway youth centers in reuniting the young people served with their families is further underscored by the fact that, with the exception of the homeless youth, the vast majority of all client types either returned to or remained at home. These percentages ranged from 91 percent of the clients who were contemplating running away to 67 percent of the youth who had been pushed out of their homes.12/ Foster homes constituted the only living arrangement other than home for a significant number of youth of all client types;13/ the rates of placement in the other types of living situations varied, depending upon client type. Independent living arrangements as well as group homes, for example, constituted (in addition to returning home or placement in foster homes) the respectively). Additiona'ly, 9 percent of the homeless youth

remained on the street. Other common living arrangements for the youth who were classified as being runaways were relatives' friends', and group homes: 7 percent of the youth in this client type went to such placements at the termination of center services.

Implications of the Client Data

Comparisons of the data on the young people served by the Runaway Youth Act-funded centers during FY 1980 with the information compiled under the National Statistical Survey on Runaway Youth indicate that these centers are serving a disproportionate number of "vulnerable youth" -- as defined by the variables of age, sex, race/ethnicity, and client type -- than their representation in the runaway youth population overall. While more males than females run away from home nationally, the majority of the clients served by the centers during FY 1980 (as in previous fiscal years) were female.14/ Moreover, they were proportionately also younger15/ and were comprised of more minority youth.16/ Valid data are not available nationally on the number of youth who are pushed out of their homes or who are otherwise homeless. However, the fact that 15 percent of the young people served by the centers during FY 1980 were either pushouts or homeless would appear to indicate that they are serving a significant proportion of these client populations.

The younger, female, minority, and pushed out or homeless youth are particularly vulnerable along several dimensions. Studies suggest that each of these populations tends not only to encounter more serious problems prior to leaving home, but also that the runaway episode itself is more stressful and dangerous for them (particularly for the younger and/or the female runaways) than it is for other categories of runaway youth. Pushouts and otherwise homeless youth, moreover, represent particularly vulnerable subpopulations since, given their situational status, they have not only fewer options available to them either in the present or in the future (i.e., the option to return home), but also fewer resources available to assist them in resolving their problems during the crisis period due to parental disinterest. The client data, therefore, suggest that the Runaway Youth Act-funded centers are effectively reaching out to those youth who are most in need of their services.

A second conclusion that can be drawn from these client data is that the Runaway Youth Act-funded centers constitute a valuable service resource for young people who are experiencing a wide range of problems that are not directly related to running away from home. Twenty-one percent of the clients served during FY 1980 received assistance for non-runaway related reasons. The fact that 29 percent of these young people were either self-referred or were referred by their parents or legal guardians suggests that the centers are viewed by both youth and parents as being viable resources for obtaining assistance in addressing a variety of problems. Perhaps one reason for this acceptance is that centers for runaway youth, unlike most other youth-

serving agencies, are not narrowly categorical in terms of the target populations they serve and, therefore, do not require their clients to label themselves (or to be labelled by others) in terms of the types of problems they are experiencing and/or the kinds of services they are receiving (e.g., "truant," "slow learner," "mentally ill," "troublesome"). The other sources for a significant number of referrals of youth to the Runaway Youth Act-funded centers -- agencies within the juvenile justice system, protective service agencies, the police, and school personnel 17/ -- are indicative, moreover, not only of the extent to which the centers have become integrated into their communities' youth service networks, but also of the types of problems that the youth themselves are encountering. The problems that were most frequently cited by the centers constituting the reasons that these young people are referred for services include problems at school; and, the need for counseling around a variety of problem areas, including family conflicts.

A number of correlations exist between the demographic characteristics of the young people served by the Runaway Youth Act-funded centers and the types of problems that they are experiencing. One such correlation relates to ethnicity and client type. Proportionately, more of the minority youth served during FY 1980 had been pushed out of their homes or were otherwise homeless than had the white youth. Black youth of both sexes accounted for nearly one-fourth of the clients served during FY 1980 who had been pushed out of their homes; and, black males constituted a similar proportion of the homeless males.18/ Similarly, Hispanic as well as American Indian/Alaskan Native females were disproportionately served due to homelessness.19/ In large part, perhaps, this finding can be directly correlated with current economic conditions which, although they impact upon all levels of society, have a particularly negative effect on minorities. A recent study on homeless youth found that the factors contributing to this problem are largely economic ones, including inadequate housing, resulting in tensions due to overcrowding; parental unemployment and/or inadequate incomes; and, concerns about future economic stablity. The other types of problems that are often related to homelessness -- parental abuse of alcohol, significant family changes, abuse and neglect by parents -- are perhaps also traceable, in part, to economic concerns.20/

A second correlation exists between the variables of sex and client type. Females, as might be expected -- given the fact that they constituted 58 percent of the young people served during FY 1980 -- outnumbered males in four of the six client types. The two exceptions were the pushed out and the homeless youth categories.21/ If this finding is generalizeable to the youth population nationally, it indicates that males are more likely to be pushed out of their homes or otherwise to be homeless than are females.

Other sex-related differences between the clients served by the Runaway Youth Act-funded centers also exist. The data indicate that females tend to encounter problems which result in their seeking or being referred to services from the centers in almost every client

category at a earlier age than do males. To cite one example, 45 percent of the females who had been pushed out of their homes were aged 15 or younger in contrast to 34 percent of the male pushouts.22/ A similar pattern exists among the runaway and the mutual departure client categories and, to a lesser degree, among the youth served because they were homeless or for non-runaway related reasons.23/ The only exception was the client category of youth contemplating running away.24/

The fact that differences also exist in terms of the types of problems that are encountered by the males and females served by the centers is evident from the reasons that young people seek or are referred to services. The female clients not only experienced more intrafamily problems overall than did the males, but they also encountered a number of specific problem areas in numbers disproportionate to their representation in the total client population served during FY 1980. Examples of these problems include sibling rivalry, parents being too strict or too protective, poor or no communication with parents, conflicts between parents and/or other adults in the home, and physical abuse by other children and youth in the home.25/ Additionally, females disproportionately encountered problems related to health and to personal and interpersonal relationships. Examples of these problems include pregnancy or suspected pregnancy, other health-related problems, poor self-images, and problems with boyfriends.26/ The problems cited disproportionately by the males were more diverse, and included having been pushed out of their homes; school-related problems (e.g., poor grades and difficulties getting along with teachers); problems with the juvenile justice system; problems living independently; and, problems with group homes.27/ Only four types of problems were encountered about equally by both the male and female clients served. These included high achievement demands being placed upon them by parents; other parental problems (e.g., physical abuse, parental abuse of alcohol, and the lack of parental discipline or structure); the inability to get along with siblings or other children and youth in the home; and, problems related to truancy.28/

In summary, the data on the clients served by the Runaway Youth Act-funded centers during FY 1980 indicate that these centers are reaching out to and are serving young people who are experiencing a wide range of problems; and that, given the seriousness of these problems, they are doing so in a very effective manner. Moreover, these data indicate that the types of problems which are being encountered are not uniform across youth populations but, rather, that their rate of occurrence varies depending upon such demographic characteristics as race/ethnicity, age, and sex, resulting in certain subpopulations of youth disproportionately experiencing specific types of problems. Finally, these data indicate that the projects are operating as "professional, well-functioning, alternative youth service centers which are becoming increasingly integrated into their local youth service networks."29/ The referral statistics are supportive of this conclusion, as they demonstrate that the centers are not only being utilized as a service resource by a large proportion of the more traditional youth service agencies, both public and private, but also directly by young people and their parents through self-referral.

Footnotes to Appendix A

1. The data used in this Appendix are based upon the 39,710 client reporting forms submitted during FY 1980 that have been entered into the computerized Management Information System to date. Additionally, approximately 4,000 forms were returned to the projects for correction, following a computer edit, and have not yet been entered into the MIS. All percentages in this appendix have been rounded off to the nearest integer.

2. Of the remaining young people served, 15 percent were aged 13 and under; 17 percent were aged 14; 18 percent were aged 17 and 2 percent were aged 18 and over.

3. The National Statistical Survey on Runaway Youth, conducted by Opinion Research Corporation in 1975 under a contract with the Office of Youth Development (the predecessor to the Youth Development Bureau), constitutes the only statistically valid data base that is currently available on the extent of the runaway problem nationally. The Survey found that 8.4 percent of the runaways are black, and 6 percent are Hispanic.

   Additionally, 2 percent of the clients served by the Runaway Youth Act-funded centers during FY 1980 were described as being American Indian or Alaskan Native, and a similar percentage were Asian or Pacific Islanders.

4. In addition, 5 percent of the young people served had either been suspended or expelled from school; 2 percent had graduated from high school; and, 5 percent were described as having some other school status, including enrollment in an alternative school.

   When school status is examined in terms of client types, the runaways were attending school either regularly or with some truancy proportionate to their representation in the total population served by the centers during FY 1980 (41 percent), and fewer (34 percent) had dropped out of school. Similar patterns existed for the other types of clients served with the exception of those youth who had been pushed out of their homes or who were otherwise homeless: significantly less youth in these two categories were attending school (3 percent regularly and one percent with some truancy), while a sizeable number had dropped out of school (24 percent).

5. Eleven percent of these clients were classified by the centers as being pushouts and 4 percent as being homeless. As these client types are largely interchangeable, they are, for the most part, combined in this Appendix.

6. Other sources which accounted for a large number of referrals to the centers during FY 1980 included parents or legal guardians (8 percent); and public agencies (3 percent); and other adults (7 percent).

7. Other problems that were frequently encountered by the clients served included problems living independently (8 percent); problems with peers (7 percent); and problems with girlfriends/boyfriends (7 percent).

8. Only 19 percent of the youth classified as being runaways remained in shelter for 11 to 20 nights or more. In contrast, 31 percent of the pushouts did, as did 34 percent of the mutual departures, 28 percent of those contemplating running away, 35 percent of the homeless youth, and 34 percent of the youth served for non-runaway related reasons. In large part, these statistics can be explained by the client types themselves: three of the five types had left home with the direction and/or the agreement of their parents or guardians, while the fourth client type (served for a non-runaway related reason) includes young people placed at a runaway youth center by other public or private agencies until appropriate living arrangements can be located for them.

9. Other services provided included educational assistance (1 percent); financial support and employment-related services (5 percent each); legal assistance (4 percent); psychological and psychiatric services (3 percent); and other services, including client advocacy (3 percent).

10. Additionally, 58 percent of the parents of the mutual departures participated in center services, as did 55 percent of the parents of youth served for non-runaway related reasons, and 47 percent of the parents of youth who had been pushed out of their homes.

11. The remaining 5 percent of the youth went to a variety of other types of residential settings including institutions, runaway or crisis centers, boarding schools, and the Job Corps.

12. The statistics for the other client types were 79 percent of the runaways and 71 percent each of the mutual departures and those served for non-runaway related reasons. Additionally, 31 percent of the homeless youth returned home.

13. Foster homes constituted the living arrangement of 9 percent of the homeless youth; 6 percent of the young people who had been pushed out of their homes; 5 percent each of the youth who were served for non-runaway related reasons or who had left home with the mutual agreement of their parents or guardians; and 4 percent of the runaways.

14. The National Statistical Survey on Runaway Youth found that 53 percent of the runaways nationally are male, and that 47 percent are female. In contrast, 58 percent of the clients served by the Runaway Youth Act-funded centers in FY 1980 were female, and 42 percent were male. When only the clients classified as runaways are considered, the contrasts are even greater: 65 percent of the runaways were female and 35 percent were male.

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15. The Survey data indicate that 11 percent of the runaway youth population are 13 years of age or younger; that 34 percent are aged 14 and 15; and that 55 percent aged 16 and over. In contrast, 15 percent of the clients served by the Runaway Youth Act-funded centers were aged 13 and under; 41 percent were aged 14 and 15; and, 44 percent were aged 16 or older. When only the clients classified as being runaways are considered, 14 percent were aged 13 or under, 47 percent were aged 14 and 15, and 40 percent were aged 16 or over.

16. The Survey found that 84 percent of the runaways are white, 8 percent are black, and 6 percent are Hispanic. However, 73 percent of the clients served by the centers during FY 1980 were white, 17 percent were black, and 6 percent were Hispanic. The percentages change somewhat, however, when only the runaways are considered: 76 percent were white, 15 percent were black and 6 percent were Hispanic.

17. Eighteen percent of the clients served for non-runaway related reasons were referred to the centers by agencies within the juvenile justice system; 10 percent by protective service agencies; 8 percent by the police; and 7 percent by school personnel.

18. Black males constituted 19 percent of the males served during FY 1980 and black females comprised 15 percent of the females. However, they accounted for 25 and 24 percent, respectively, of the males and females who were classified as being pushouts. Black males represented 24 percent of the homeless males.

19. Hispanic females represented 6 percent of the females served during FY 1980, but accounted for 11 percent of the females who were homeless. American Indian/Alaskan Natives accounted for 2 percent of the females served, but for 4 percent of the homeless females.

20. Homeless Youth: The Saga of "Pushouts" and "Throwaways" in America, Report of the Subcommittee on the Constitution of the Committee on the Judiciary, United States Senate, Ninety-Sixth Congress, Second Session, December 1980.

21. Males constituted 53 percent of the clients who had been pushed out of their homes and 56 percent of the homeless youth served.

22. Of the male pushouts, 30 percent were aged 16, and 37 percent were aged 17 and above. Of the female pushouts, 28 percent were aged 16, and 27 percent were aged 17 and above.

23. Sixty-three percent of the female runaways were aged 15 and under; 24 percent were aged 16; and 13 percent were aged 17 and over. In contrast, 55 percent of the male runaways were aged 15 or

younger; 27 percent were aged 16; and 17 percent were aged 17 and above. Of the females who had left home with the mutual agreement of their parents or guardians, 57 percent were aged 15 or younger, 24 percent were aged 16, and 19 percent were aged 17 and above. Of the males in this client type, the comparable percentages are 48, 25, and 26 percent, respectively. Thirty-five percent of the homeless females were aged 15 or younger, 27 percent were aged 16, and 38 percent were aged 17 and above; for the homeless males, these percentages were 33, 23, and 43 percent, respectively. Of the females served for non-runaway related reasons, 58 percent were aged 15 or under, 20 percent were aged 16, and 22 percent were aged 17 and above; the respective percentages for the males in this client category were 56, 39, and 22 percent.

24. Of the males served because they were contemplating running away from home, 65 percent were aged 15 and under, 19 percent were aged 16, and 15 percent were aged 17 and above. Of the females in this client category, 61 percent were aged 15 and under, 24 percent were aged 16, and 14 percent were aged 17 and above.

25. The current client reporting form contains 25 preceded responses, as well as four "other" entries, to describe no more than five major problems which a young person encountered at home, at school, and in other areas and which resulted in his or her seeking or being referred to services from the Runaway Youth Act-funded centers. Proportionate to their representation in the total client population served during FY 1980, females encountered problems in 14 of these areas more frequently than did males, about equally in four areas, and less often in 11 areas.

    Nearly two-thirds (62 percent) of the females served cited sibling rivalry as one of the five major reasons that they sought or were referred to services in contrast to 38 percent of the males. The respective percentages for the other problem areas presented in the text, by female and male respondents, were 65 and 35 percent (parents too strict); 61 and 39 percent (parents too strict); 61 and 39 percent (poor or no communication with parents); 61 and 39 percent (parental conflicts); and, 67 and 33 percent (physical abuse by siblings).

26. Ninety-nine percent of the clients who cited problems which related to pregnancy or suspected pregnancy were females. The respective percentages for the other problems presented in the text, by female and male respondents, respectively, were 68 and 32 percent (other health problems); 61 and 40 percent (poor self-images); and, 83 and 17 percent (girlfriend/boyfriend problems).

28. The respective percentages for these problems, by male and female respondents, were 42 and 58 percent (high achievement demands); 43 and 57 percent (other problems with parents); 42 and 58 percent (problems with siblings); and 43 and 57 percent (problems related to truancy).

29. Berkeley Planning Associates, "Executive Summary: National Evaluation of the Runaway Youth Program," 1979, p.12.

APPENDIX B:
LIST OF THE CENTERS
FUNDED UNDER THE RUNAWAY YOUTH ACT
IN FY 1981

REGION I — Susan Selya, SAYA
John F. Kennedy Federal Building
Room 2011
Boston, Massachusetts 02203

Boston Network of Alternative Runaway Services "The Bridge and Place Runaway House" 23 Beacon Street Boston, MA 02108	Barbara Whelan (617) 227-7114
Bridge of Education Resources, Inc. 90 North Main Street West Hartford, CT 06107	Suellen Aptman (203) 521-8035
Council of Churches of Greater Bridgeport "Youth Crisis Project" 3030 Park Avenue Bridgeport, CT 06107	Roger Floyd (203) 374-9471
Washington County Youth Services Bureau "Country Roads" P.O. Box 525 Montepelier, VT 05602	Tom Howard (802) 229-9151
Franklin/Hampshire Community Mental Health Center Franklin/Hampshire Runaway Network P.O. Box 625 Northampton, MA 01060	George Brennan (413) 586-1257
Child and Family Services of New Hampshire, Inc. "New Hampshire Network for Runaway and Homeless Youth" 99 Hanover Street Manchester, NH 03105	Albert Chicoine (603) 668-1920
Newton-Wellesley-Weston Multi-Service Center, Inc. 1301 Centre Street Newton Center, MA 02159	Lowell Haynes (617) 244-4502

REGION I (continued)

Rhode Island Dept. for Children "New Routes" 150 Washington Street Providence, RI 09203	John McManus (401) 277-6525
Spectrum, Inc. 10 Monroe Street Burlington, VT 05401	Peter Bestenbostel (802) 864-0104
St. Johnsbury Area Youth Service P.O. Box 642 St. Johnsbury, VT 05819	Alice Grelak (802) 748-8732
Youth Services Planning and Development Council, Inc. P.O. Box 502 Showhegan, ME 04976	Paul Vestal (207) 474-8311

REGION II Thomas Kearney, SAYA
Office of Human Development
26 Federal Plaza Room 4149
New York, New York 10007

New Jersey Division for Youth and Family Services R.D. 2, Box 37A 392 Whitehorse Pike Hammonton, NJ 08037	Alice Durham (609) 567-0010
Human Resources Department Municipality of San Juan P.O. Box 4355 San Juan, PR 00904	Amparo Rodriguez (809) 756-7317 (809) 756-7319
Center for Youth Services, Inc. 258 Alexander Street Rochester, NY 14607	Donna Hall (716) 473-2464
Compass House, Inc. 371 Delaware Avenue Buffalo, NY 14209	Richard Hayes (716) 886-0935
Covenant House (Girls) 460 West 41st Street New York, NY 10036	Sandra Hagan (212) 354-4323
Covenant House (Boys) 460 West 41st Street New York, NY 10036	Sandra Hagan (212) 354-4323
Crossroads Runaway Program 1304 N. Route 130 La Gorce Square Burlington, NJ 08016	Carol Rovello (609) 386-7000
Family of Woodstock 16 Rock City Road Woodstock, NY 12498	Barbara Jaklitsch (914) 679-9240
GLIE Community Youth Programs, Inc. 2021 Grand Concourse New York, NY 10453	Esther Rothman (212) 299-1930
Project Contact Educational Alliance 197 East Broadway New York, NY 10002	June Guenther (212) 475-6200
Project Equinox, Inc. 216 Lark Street Albany, NY 12210	Mark Yolles (518) 434-6135

REGION II (continued)

Project Youth Haven Youth Department Diocese of Patterson 374 Grand Street Patterson, NJ 07505	Wendy Smith (210) 881-1611
Nassau County Youth Board 9[illegible] North Franklin Street Suite 202 Hempsted, NJ 11550	Joel Flax (516) 489-6066
"Sanctuary Project" Town of Huntington Youth Bureau 423 Park Avenue Huntington, NY 11743	Sandra Booth (516) 271-2183
"Together, Inc." Glassboro State College 7 State Street Glassboro, NJ 08028	Robert Maloney (609) 881-4040

REGION III Mary Williams, SAYA
Office of Youth Development
P.O. Box 13716
Philadelphia, Pennsylvania 19101

"The Open Door"
Boy's and Girls Home of Montgomery County
9601 Colesville Road
Silver Spring, MD 20901
Quanah F. Parker
(301) 589-8444

"The Bridge"
Catholic Social Services
15 South Franklin Street
Wilkes-Barre, PA 18701
Ronald Russo
(717) 824-5766

"Patchwork"
Daymark, Inc.
1583 Lee Street
Charleston, WV 25311
Margaret Cahape
(304) 344-3527

"The Link Program"
Family Service of Montgomery County
1 W. Deer Park Road #201
Gaithersburg, MD 20760
Charles P. Brambill
(301) 837-8155

Fellowship of Lights, Inc.
1300 North Calvert Street
Baltimore, MD 21202
Ross Pologe
(301)837-8155

Helpline Center, Inc.
24 North Wood Street
Landsdale, PA 19446
Richard McCarraher
(215) 368-4357

"Alternative House"
Juvenile Assistance of McLean
P.O. Box 637
McLean, VA 22101
Jean Zukerman
(703) 356-8385

Services to Alienated Youth (STAY)
200 Pennsylvania Avenue
Westminster, MD 21157
C. Kent Beckwith
(301) 848-6110

Southern Area Youth Services, Inc.
"SAYS House"
P.O. Box 33058
District Heights, MD 20028
Faith Ritchie
(301) 423-1266

Special Approaches in Juvenile Assistance
(SAJA)
1743 18th Street, N.W.
Washington, D.C. 20009
Kenny Atkinson

REGION III (continued)

"Amicus House" The Whale's Tale Suite 340 Shadyside Center 5100 Centre Avenue Pittsburgh, PA 15232	Don Verbeck (412) 621-8407
Valley Youth House Committee, Inc. 539 Eighth Avenue Bethlehem, PA 18018	David Gilgoff (215) 691-1200
Voyage House, Inc. 60 S. 15th Street Philadelphia, PA 19102	Joan Sheay (215) 545-0166
"Second Mile House" Youth Resource Center, Inc. Queens Chapel and Queensbury Roads Hyattsville, MD 20782	Lois Croner (301) 779-1257
Zocalo, Inc. Washington Streetwork Project 701 Maryland Avenue, N.E. Washington, D.C. 20003	Deborah Shore (202) 546-4900
Southwestern Community Action Council "Time Out" 540 Fifth Avenue Huntington, WV 25701	Joan E. Ross (304) 525-5151

REGION IV Thalia J. Ritchie, SAYA
101 Marietta Towers, Suite 903
Atlanta, Georgia 30323

The Relatives 1000 East Boulevard Charlotte, NC 28203	Elaine Thomas (704) 377-0602
Human Resources Center of Volusia County, Inc. "Youth Alternatives Runaway Shelter" Daytona Beach, FL 32014	Joan Deissler (504) 255-6535 ext.
South Carolina Department of Youth Services Administration Charleston Regional Runaway Project P.O. Box 21487 Columbia, SC 29221	Joe Benton (803) 758-6461
Youth Programs, Inc. Du Rocher House 514 North Magnolia Avenue Orlando, FL 32801	Eugene D. Minietta (305) 420-3868
Metro-Atlanta Mediation Center "The Bridge Family Center" 848 Peachtree Street, N.E. Atlanta, GA 30308	Wendy Palmer (404) 881-8344
Switchboard of Miami, Inc. Runaway Prevention and Aftercare Program 30 S.E. 8th Street Miami, FL 33131	Shirley Aron (305) 358-4357
American Red Cross Etowah County Chapter 405 S. 1st Street Gadsden, AL 38901	Randall Hayes (205) 547-8971
"Crosswinds" Runaway Center, Inc. 55 North Courtenay Parkway Merritt Island, FL 32852	Norm McDonald (305) 452-0800 Harvest House (305) 632-1881
American Red Cross Morgan County Chapter P.O. Box 297 Decatur, AL	Steve Novy (205) 350-1227
Archdiocese of Miami Catholic Service Bureau 4949 2nd Ave., N.E. Miami, FL 33137	Richard A. Moran (305) 324-8953

REGION IV (continued)

Runaway House, Inc. 2117 Monroe Ave. Memphis, TN 38104	William C. Myers (901) 276-1745
Tallahassee Family YMCA "Someplace Else" 1315 Linda Ann Drive Tallahassee, FL 32301	Tom Heiman (904) 877-7993
Interface Runaway Facility Community Crisis Corner The Corner Drugstore 1128 Southwest 1st, Ave. Gainesville, FL 32301	John A. Creech (904) 378-1588 Vicki Jarvis (904) 375-4999
YMCA of Greater Louisville "Shelter House I and II" 1414 S. First Street Louisville, KY 40208	W. Lawrence Woolrick (502) 637-6480
E.S., Inc. Oasis House 1013 - 17th Ave. South Nashville, TN 37212	Della Hughes (615) 255-1122 (615) 292-7096
Department of Human Resources Child Services Division Transient Youth Center 132 W. Ninth Street Jacksonville, FL 32206	Gwen Yates (904) 354-0400
Friends of Children "Mile High Youth Center" Route 5 Box 173 Waynesboro, MS 39367	Marvin Hogan (601) 362-1541
Child and Family Services 114 Dameron Ave. Knoxville, TN 37917	Charles K. Gentry (615) 524-7483
Alternative Human Services, Inc. P.O. Box 13006 St. Petersburg, FL 33733	Roy Miller (813) 822-7395

REGION V

Katie Williams
Office of Human Development
300 South Wacker Drive
Chicago, Illinois 60606

Black Focus on the West Side 4115 Bridge Avenue Suite 309 Cleveland, OH 44113	Willie Griffin (216) 631-7660
Briarpatch, Inc. 128 South Hancock Madison, WI 49503	Ren Svanoe (608) 251-1126
The Bridge for Runaways, Inc. 221 John Street, N.E. Grand Rapids, MI 49503	Marilyn Vineyard (616) 451-3001
The Bridge for Runaway Youth, Inc. 2200 Emerson Avenue South Minneapolis, MN 55405	Nancy Martin (612) 377-8800
Children's Home and Aid Society "Roundhouse" 113 N. Neil Street Suite 425 Champaign, IL 61820	Joseph Simmons (217) 359-8813
Cory Place 509 Center Avenue Bay City, MI 48706	Christopher Card (517) 895-8563
Connecting Point 3301 Collingwood Toledo, OH 45410	Hal Jenks (419) 243-1001 (419) 243-1002
Daybreak, Inc. 819 Wayne Avenue Dayton, OH 45410	David Willis (513) 461-1000
Children and Family Services Daybreak II 21 Indiana Avenue Youngstown, OH 44505	Gerald Janosik (216) 782-5664
Detroit Transit Alternative, Inc. 10612 E. Jefferson Ave. Detroit, MI 48214	I. Roy Jones (313) 821-8470
Huckleberry House, Inc. 1421 Hamlet Street Columbus, OH 43201	W. Douglass McCoard (614) 294-5552

REGION V (continued)

Monroe County Youth Shelter 2853 E. 10th Street Bloomington, IN 47401	Thomas Sullivan (812) 337-7429
Lake County Youth Service Bureau P.O. Box 220 Lake Villa, IL 60046	Audrey McMahon (312) 356-1521
New Life House for Girls Lighthouse 2685 Stratford Cincinnati, OH 45220	Robert Mecum (513) 961-4060
The Link Crisis Intervention Center 2002 S. State Street St. Joseph, MI 49085	Polly Learned (616) 983-6351
Ozone House, Inc. 608 N. Main Street Ann Arbor, MI 48104	Roger Kerson (313) 662-2222
Pathfinders 1614 East Kane Place Milwaukee, WI 53202	Terry Eybold (414) 1560
Racine Runaway, Inc. 1331 Center St. Racine, WI 53403	Edd Garrett (414) 632-0424
Free Clinic of Cleveland Safe Space Station 12321 Euclid Avenue Cleveland, OH 44106	David Roth (216) 721-4010
The Salvation Army "New Life House" 4457 N. Broadway Chicago, IL 60604	David Dalberg (312) 271-6182
Safe Landing Runaway Shelter 39 West Cuyahoga Falls Avenue Akron, OH 44310	Bert Couch (216) 253-7632
Stopover 445 North Penn Street Indianapolis, IN 46204	Carol Schwab (317) 635-9301
Switchboard, Inc. 316 West Creighton Fort Wayne, IN 46807	Mike Lynch (219) 456-4561

REGION V (continued)

"	Youth in Crisis Center, Inc. "Alternative House" 667 Van Buren Gary, IN 46402	Donald G. Capp (219) 938-5500
	Youth Network Council of Chicago, Inc. 1123 W. Washington Chicago, IL 60607	Arnold Sherman (312) 226-1200
	The Junction Lorain County Youth Services, Inc. 326 W. Avenue Elyria, OH 44035	John Ollerton (216) 277-1616
	Youth Service Bureau of South Bend 121 South Michigan South Bend, IN 46601	Bonnie Strycker (219) 284-9211
	Youth and Family Center Walker's Point Project 732 South 21st Street Milwaukee, WI 53204	Richard Ward (414) 647-8200
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Stepping Stone 5423 Maryland Ave. Little Rock, AR 72204	Paul Kelly (501) 663-6352
Central Texas Youth Services Bureau P.O. Box 185 Killeen, TX 75641	Steven C. Wick (817) 699-4186
Cherokee Nation Youth Services P.O. Box 913 Stilwell, OK 74960	Martha Vaughn (918) 774-7091
Denton Area Crisis Center 1501 N. Locust Denton, TX 76201	Rowland C. Harvey (817) 382-1612
El Paso Runaway Center, Inc. 1305 E. Rio Grande El Paso, TX 79902	L. Lynne Parra (915) 542-2805
Middle Earth Unlimited, Inc. "Spectrum" 1400 Nowing Austin, TX 78722	Larry Waterhouse (512) 441-1065
Sand Dollar, Inc. 310 Branard street Houston, TX 77006	Jim Horwitz (713) 529-3053
Team Resources for Youth 905 Fisk Building 724 Polk Street Amarillo, TX 79101	Larry Watson (806) 376-6322
Youth Alternatives, Inc. "The Bridge" 606 Wilson Boulevard San Antonio, TX 78228	Roy Haas (512) 225-9291
Houston Metropolitan Ministries The Family Connection, Inc. 2001 Huldy Street Houston, TX 77019	Carl C. Boaz (713) 527-8218

REGION VI (countinued)

Casa De Los Amigos 2640 Bachman Boulevard Dallas, TX 75220		Tim James (214) 358-4504
Youth Development, Inc. "Amistad" 1710 Centro Familiar Albuquerque, NM 87105		Augustine C. Baca (505) 877-0371
Youth Service Center of North Central Oklahoma, Inc. 319 North Grand Enid, OK 73701		Joe Moklebust (405) 233-7220
Youth Alternatives, Inc. "The Greenhouse" 700 Frenchman Street New Orleans, LA 70116		Jack Fontaine (504) 944-2477
Youth Services for Oklahoma County, Inc. 1291 North Classen Street Oklahoma City, OK 73106		Douglas M. Gibson (405) 255-7537
Youth Shelter of Galveston 2901 Broadway Galveston, Texas 77550		June Bucy (713) 763-8861

REGION VII	Linda Cloud, SAYA Office of Human Development 601 East 12th Street Kansas City, Missouri 64106	
	Foundation II 1627 1st. Avenue, S.E. Cedar Rapids, IA 52403	Kent Jackson (319) 362-2174
	Front Door Service and Residential House - Front Door Counseling and Youth Center 707 N. Eighth Street Columbia, MO 65201	Kenneth Jacob (314) 874-8686
	Iowa Runaway Service 1365 - 23rd Street Des Moines, IA 50311	Joel Rosenthal (515) 274-4994
	"Lancaster Freeway Station" Youth Service System 2201 S. 11th Street Lincoln, NE 68502	Jim Arnot (402) 475-6261
	Synergy House Northland Youth - Adult Projects Park College P.O. Box 12181 Parkville, MO 64152	Doris Painter (816) 741-8700
	Neutral Ground Wyandotte Assoc. for Child Care Services 710 Minnesota Avenue Kansas City, Kansas 66101	Executive Director (913) 342-7550
	Youth Emergency Services, Inc. Bellvue Human Resources Center 1908 Hancock Bellvue, NE 68005	Mary Anne Smolko (402) 291-8000
	Youth Emergency Services 6816 Washington Street University City, MO 63130	Judy Pierson (314) 862-1334
	Youth in Need 529 Jefferson Ave. St. Charles, MO 63301	Sue Schneider (314) 724-7171

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Albert Martinez, SAYA
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Federal Office Building
19th and Stout Streets
Denver, Colorado 80202

COMITIS Crisis Center
1150 South Chambers Road
Aurora, CO 80041
R.E. Barnhill
(303) 751-3010

Volunteers of America - Triad
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Denver, CO 80203
J.L. Di[illegible]
(303) 623-0408

Little Wound School
"Taopi Cikala Youth Home"
Box No. I
Kyle, SD 57752
Betty Hopkins
(605) 455-2461

Jefferson County Human Services
Coordinating Council
3670 Upham Street
Wheatridge, CO 80033
Bob White
(303) 425-4002

Laramie Youth Crisis Center
812 University Avenue
Laramie, WY 82070
Charles A. Holmgren
(307) 742-5936

Mesa County Dept. of Social Services
P.O. Box 1118
Chipeta House
625 Chipeta
Grand Junction, CO 81501
John Patterson
(303) 243-9200

Mountain Plains Youth Services Coalition
Rural Route Runaway Youth Network
P.O. Box 1242
Pierre, SD 57501
Douglas Herzog
(605) 224-8696

Routt County Care Center
586 Oak
Box 269
Steamboat Springs, CO 80477
Doug Washlund
(303) 879-2148

Young Life Campaign
Dale House Project
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Colorado Springs, CO 80903
George Sheffer
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Horizons
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Dave Condce
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xv

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Tumbleweed 309 West Portland Phoenix, AR 85003	Kathy Romay (602) 271-9849
Open-Inn 2231 N. Indiana Ruins Road Suite #4 Tucson, AR 85715	Judy Williams (602) 296-5437
The Detour 12727 Studebaker Road Norwalk, CA 90650	Roger Erikson (213) 920-1706
Berkeley Youth Alternatives 2141 Bonar Street Berkeley, CA 94702	[illegible] Clarke (415) 849-1402
Head Rest, Inc. P.O. Box 1231 Modesto, CA 95353	Mike Herron (209) 526-1440
Diogenes Youth Services P.O. Box 807 Davis, CA 95616	Ron Clement (916) 756-5668
Youth Advocates 204 Clement Street San Francisco, CA 94188	Brian Slattery (415) 221-8641
Diogenes Youth Services 9097 Tuolumne Drive Sacramento, CA 95628	Marie E. Marsh (916) 363-9943
Nine Grove Lane 9 Grove Lane San Anselmo, CA 94960	Susan Scott (415) 453-5200
County of Maui 200 High Street Wailuku Maui, HI 96793	Hannibal Tavares (808) 244-7855
Hale Kipa 2006 McKinley Honolulu, HI 96822	Sam Cox (808) 946-3635
Monterey Peninsula Youth Project P.O. Box 3076 Monterey, CA 93940	Candy Ingram (408) 373-3641

REGION IX (continued)

Klein Bottle - Alternative Unlimited 1311 Anacapa Street Santa Barbara, CA 93101	Jim Ewing (805) 963-877
San Diego Youth Services 1214 28th Street San Diego, CA 92102	Liz Goldsmith (714) 232-5150
Interface Community 3475 Old Conejo Road Suite #C-5 Newbury Park, CA 91320	Kate McLean (805) 498-6543
Odyssey Program 204 East Amerige Fullerton, CA 92632	Steve Creason (714) 871-9365
Focus Youth Services 1916 Goldring Avenue Las Vegas, NV 89106	Annelle Atkins (702) 382-4762
Tahoe Human Services, Inc. P.O. Box 848 South Lake Tahoe, CA 95705	Terry Price (916) 541-2445
Sanctuary, Inc. P.O. Box 1664 Agana, Guam 96921	Mark Forbes (Guam) 734-9370
Project Oz - North Coast 1212 Oak Ave. Carlsbad, CA 92024	Sharon Delphenic (714) 729-4526
1736 House 1736 Monterey Boulevard Hermosa Beach, CA 90254	Linda Glassman (213) 379-3620 (213) 376-2225
Youth Development Inc. "Casa Amparo" 270 North Church Tucson, AR 85701	Solomon Baldenegro (602) 882-0670

REGION X

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Shelter Runaway Center 4015 Wallingford Avenue North Seattle, WA 98103	Pat Vivan (206) 633-0666
Family Connection 640 Cordova Street Anchorage, AK 99501	Jerry Kirk-Kapl (907) 279-3497
Skagit Group Ranch Homes P.O. Box 217 Mt. Vernon, WA 98273	Mary Parker (206) 755-9132
Harry's Mother Ecumenical Ministries of Oregon 1434 S.E. Lambert Portland, OR 97201	Jim Sitzman (503) 238-4611
Northwest Youth Services Whatcom Connextion 818 Indian Street Bellingham, WA 98225	Marvin Hinz (206) 734-9862
YMCA of Greater Seattle 909 Fourth Avenue Seattle, WA 98104	Dick Freeholt (206) 447-4587
Southeast Idaho Family and Educational Services, Inc. - "Bannock House" P.O. Box 2072 Pocatello, ID 83201	Steve Mead (208) 234-2244
Catholic Family and Children Services 207 Kentucky Street Bellingham, WA 98225	Earl Danglemaier (206) 733-5800
Borderline Youth Services P.O. Box 1365 Blaine, WA 98230	Susan Johnston (206) 332-5055
Tacoma Runaway Youth Program 1515 Fife Street Tacoma, WA 98406	Bill Newhouse (206) 759-3668

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Washington, D.C. 20201

July 16, 1982

NOTE TO GORDON RALEY

SUBJECT: Runaway Youth Annual Report

On Tuesday, July 6, 1982 Commissioner Clarence Hodges (ACYF), instructed me to provide Congressman Andrews with a copy of the 1981 Runaway Youth Annual Report. Subsequent to those instructions I was advised that on June 28, 1982 the Office of the Secretary had submitted the Report in accordance with the law. Thecefore, I never personally provided your office with an informal personal copy. Please accept my appology.

Ronald N. Langston
Special Assistant to the
Commissioner, the Administration for
Children Youth & Families

THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

JUN 28 1982

The Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C. 20515

Dear Mr. Speaker:

Pursuant to Section 315 of the Runaway and Homeless Youth Act, as amended, 42 U.S.C. 5715, the Department of Health and Human Services is required to report annually to the Congress regarding the status and accomplishments of the Runaway and Homeless Youth Program. The enclosed Annual Report documents Departmental activities during Fiscal Year 1981.

This report describes the progress of the programs funded under the Runaway and Homeless Youth Act in meeting both the goals of this Act and the needs of runaway and homeless youth and their families. It also provides information concerning Federal collaborative activities undertaken in the spirit of the Act.

I am pleased to submit to the Congress the Fiscal Year 1981 Annual Report on the Runaway and Homeless Youth Act.

Sincerely,

Richard S. Schweiker
Secretary

Enclosure

FY 1981 ANNUAL REPORT TO THE CONGRESS ON THE STATUS AND ACCOMPLISHMENTS OF THE CENTERS FUNDED UNDER THE RUNAWAY AND HOMELESS YOUTH ACT

Title III of the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415), as amended by the Juvenile Justice Amendments of 1977 (P.L. 95-115) and the Juvenile Justice Amendments of 1980 (P.L. 96-509)

Submitted By:

The U.S. Department of Health and Human Services
Office of Human Development Services
Administration for Children, Youth and Families
Youth Development Bureau

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EXECUTIVE SUMMARY

Section 315 of the Runaway and Homeless Youth Act, as amended, 42 U.S.C. 5715, requires that the Secretary of Health and Human Services report to the Congress annually on the status and accomplishments of the centers funded under the Act. This annual report on Fiscal Year 1981 activities of the Runaway and Homeless Youth Program is submitted in response to this legislative requirement.

The Runaway and Homeless Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415), as amended,* authorizes grants to address the immediate needs of runaway and homeless youth and their families outside the law enforcement structure and the juvenile justice system. These grants may be awarded to public and private non-profit agencies, or networks of such agencies, for the development or strengthening of community-based programs. The Act also authorizes a National Communications System and provides for technical assistance and short-term training.

The Runaway Youth Program is administered by the U.S. Department of Health and Human Services (DHHS) through its Administration for Children, Youth and Families (ACYF), which is part of the Office of Human Development Services (OHDS). Within ACYF, the Youth Development Bureau (YDB) is responsible for managing the Runaway Youth grants program and related research and demonstration activities.

The Runaway and Homeless Youth Program was committed to the following activities during Fiscal Year 1981:

- The program awarded $10.2 million in grants to 169 runaway and homeless youth centers located throughout the 50 States, the District of Columbia and Puerto Rico.
- The program supported centers which provided temporary shelter and/or long-term counseling to 45,000 youth and drop-in services to approximately 133,000 young people.
- The program operated the National Runaway Switchboard, a 24-hour toll-free hotline, which provided referral and crisis intervention assistance to approximately 200,000 youth and their families.

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* The Runaway and Homeless Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415) was amended by the Juvenile Justice Amendments of 1977 (P.L. 95-115) and the Juvenile Justice Amendments of 1980 (P.L. 96-509).

- The program enhanced the capacity of funded programs to serve runaway and homeless youth through a national technical assistance and training contract, the Youth Services Institute, site visits by regional staff and conferences of grantees.

- The program documented that the Runaway Youth Centers have further diversified their sources of income which will result in decreased dependence on Federal funds and expansion of program services.

- The program sponsored grants to coordinated networks of centers and other agencies to increase effectiveness and participation of centers in State-level services planning.

- The program supported research and demonstration activities to test new service models and provide a secondary analysis of client data submitted by grantee agencies.

- The program collaborated with other Federal programs, State and local units of government, and the private sector to improve services to vulnerable youth and their families.

These activities have been an important source of assistance in meeting the needs of runaway and homeless youth and their families.

INTRODUCTION

Section 315 of the Runaway and Homeless Youth Act, as amended, 42 U.S.C. 5715, requires that the Secretary of Health and Human Services report to the Congress annually on the status and accomplishments of the centers funded under the Act. This annual report on Fiscal Year 1981 activities of the Runaway and Homeless Youth Program is submitted in response to this legislative requirement.

This annual report describes the centers funded and clients served under the Runaway and Homeless Youth Act during Fiscal Year 1981. It also discusses additional activities undertaken by the Youth Development Bureau to carry out the statutory mandate. The FY 1981 Annual Report includes a discussion of the following:

- o Status and Accomplishments: characteristics of the clients served and the programs funded, and a summary of achievements of the national Runaway Youth Program.
- o Implementation of the Grants Program: summary of the types of grantees, the competitive funding process and related grants management activities.
- o Supportive National Activities: efforts of the Youth Development Bureau to enhance and support the provision of quality services by the runaway and homeless youth centers.
- o Research and Demonstration Activities: programs that are supported to increase the Federal knowledge base on the changing needs of vulnerable youth or evaluate the effectiveness of the new service models that are being developed to meet these needs.
- o Federal Collaborative Activities: activities carried out by YDB to support and strengthen Federal interagency coordination related to the needs of youth.

Before discussing the foregoing, a brief summary of the legislative history and an overview of the program will provide valuable background information.

Legislative History and Program Background

In passing the Runaway Youth Act in 1974, (Title III of the Juvenile Justice and Delinquency Prevention Act of 1974; P.L. 93-415), the Congress acknowledged the effectiveness of community-based runaway youth centers that had been established in many parts of the country during the late 1960s. These programs

provided safe shelter and emergency assistance to runaway youth. The Federal funding authorized by the Act provided support to these existing runaway youth centers and funded many new programs in unserved communities.

The Congress extended the Runaway Youth Act for three additional years in the Juvenile Justice Amendments of 1977 (P.L. 95-115). The amendments expanded the scope of the program to include "otherwise homeless youth." The Congress mandated Federal support for networks that improve the coordination of services to runaway and homeless youth. The amendments also increased the maximum level of Federal support that could be awarded to the centers.

In 1980, the 96th Congress reauthorized the Runaway and Homeless Youth Act as Title III of the Juvenile Justice Amendments of 1980 (P.L. 96-509). The amended Act also instituted a funding allocation based on each State's youth population as a proportion of the total national youth population.

Section 315 of the Runaway and Homeless Youth Act authorizes the national Runaway Youth Program to address the following purposes:

1) To alleviate the immediate problems of runaway and homeless youth;

2) To reunite children with their families and encourage the resolution of intrafamily problems through counseling and other services;

3) To strengthen family relationships and encourage stable living conditions for children; and

4) To help youth decide upon a future course of action.

To implement these purposes as defined by Congress, the Department of Health and Human Services (DHHS) placed the administration of the Runaway Youth Program with the Administration for Children, Youth and Families (ACYF), which is part of the Office of Human Development Services (OHDS). Within ACYF, the Youth Development Bureau (YDB) manages the runaway youth grants program which funds runaway youth centers. The Youth Development Bureau also conducts an integrated program of research, demonstration and evaluation to meet a broad range of youth needs, problems and developmental issues. The Bureau publishes and disseminates the findings of its research, demonstration and evaluation efforts and also provides the public and other governmental agencies with information on youth needs/problems and on new program approaches developed by runaway and homeless youth centers across the country.

The national Runaway Youth Program funds innovative community-based youth and family centers and networks designed to improve the coordination of services. Some of the features and contributions of the programs funded are highlighted below:

- The centers and networks respond rapidly to the immediate needs of runaway and homeless youth for shelter and safety, while concurrently involving the family and youth in longer-term planning and counseling.

- The centers and networks directly provide a comprehensive set of services including: outreach; 24-hour intake; assessment and planning; temporary shelter; individual, group and family counseling; and aftercare. In addition, they provide directly or through referrals to other agencies alternative living arrangements, medical services, psychological or psychiatric assistance, and legal assistance in the community.

- The centers and networks significantly reduce the involvement of youth with juvenile justice and public welfare agencies and obtain resources for youth and their families, where necessary, through established linkages with these systems.

- The centers and networks are used as alternatives to institutionalization or detention by juvenile courts, public welfare and law enforcement agencies in many communities.

- The centers and networks are catalysts in promoting increased community responsiveness to the needs of vulnerable youth and families.

In 1981, $10.2 million in grants was awarded to support program services in 169 centers. Approximately 133,000 youth were served on a one-time, drop-in basis and 45,000 youth were sheltered and/or received long-term counseling. This represents a 25 percent increase in the number of young people served since YDB began data collection efforts in 1978.

I. STATUS AND ACCOMPLISHMENTS

This chapter summarizes the current status and recent accomplishments of the Runaway and Homeless Youth Program. In summary, the number of programs supported under the Runaway and Homeless Youth Act has increased from 158 in FY 1980 to 169 in FY 1981. This increase has been accomplished without additional funding. To meet the continuing need for services to runaway and homeless youth, the programs funded by YDB are broadening the range of services they offer. To meet rising costs, these programs are also diversifying their funding sources. During Fiscal Year 1981, YDB supported technical assistance and training activities to increase grantees' responsiveness to the needs of youth and families. The preceding statements are discussed in greater detail in the following paragraphs.

Services Utilized by Runaway and Homeless Youth and their Families

In 1976, the runaway youth centers served 15,000 youth, the National Toll-Free Runaway Switchboard served 19,000. By FY 1978, the centers had more than doubled the numbers served (32,000), and the Switchboard had assisted 135,000 youth. In FY 1979, 40,013 youth were sheltered and/or received long-term counseling; 118,949 were served as one-time, drop-in clients; and 143,000 called the Switchboard. During FY 1980, 133,000 drop-ins were served, 44,000 were sheltered and/or received ongoing counseling, and nearly 200,000 used the Switchboard. In FY 1981, services were provided to 133,000 drop-in clients, 45,000 sheltered clients and 200,000 persons who called the Switchboard.

Characteristics of the Clients Served

A secondary analysis of data compiled on the clients served by the projects funded under the Runaway and Homeless Youth Act revealed the following information. Of youth seeking assistance, 20 percent of the youth did so for a non-runaway related reason (e.g., school problems, drug/alcohol abuse, etc.), 17 percent were away from home by mutual agreement, and 13 percent had been pushed out by a parent or legal guardian. The data also indicated that the most frequently reported problems of the youth served by the runaway youth centers were: (1) poor communication with parents; (2) existence or fear of child abuse and neglect; (3) parents placing unreasonable demands or restrictions on the youth; (4) disruption within the family system independent of conflict with the youth; and (5) school-related problems. However, only one problem--"poor communication with parents"--is found in over 50 percent of the cases.

The analysis also revealed that 56 percent of the eligible parents received some type of services from runaway and homeless youth programs. In addition, the centers provided services to a significant number of non-housed youth, 21 percent of the total client population served.

The Centers Expanded Service Coordination and Networking Efforts

All of the centers funded under the Act participated in local, State or multi-State human services networks designed to provide joint planning, training, service delivery, assessment and information sharing activities. In an effort to increase the scope and quality of services available to vulnerable youth, networks membership also included mental health, juvenile justice, and social service agencies .

The Centers Diversified Their Funding Base and Community Support

Each of the centers funded under the Runaway and Homeless Youth Act during FY 1981 also received funds from sources other than YDB. These funding resources included combinations of Federal, State, county, and city funding, as well as contributions from the private and voluntary sectors. An analysis of additional funding sources is listed in Figure 1-1 in the appendices. Several key points from the analysis are summarized below:

- YDB grants to centers ranged from $8,500 to $150,000, with an average funding level of $51,694. YDB grants comprised an average of 31 percent of the total program budget for runaway and homeless youth centers.
- The amount of the total program budget of the centers ranged from $22,730 to $588,841, and averaged $165,652.
- Other Federal sources of funding reported by the grantees included the Comprehensive Employment and Training Act (24 percent of the centers); programs administered by the United States Department of Agriculture (31 percent of the centers); and Title XX of the Social Security Act (22 percent of the centers).
- Seventy-two percent of the centers reported receiving financial assistance from State governments. Thirty-four percent of this assistance was received from Departments of Public Welfare or Social Services; 15 percent from Departments of Children and Youth; 12 percent from mental health agencies; and 12 percent from Criminal Justice agencies or Departments of Juvenile Justice.

- Twenty-seven percent of the centers reported city and county sources of funding.

- Twelve percent of the centers reported receiving funds from private businesses or organizations.

- Thirty-eight percent of the centers reported receiving funds and in-kind services from volunteers, membership drives, and donations.

- Foundations contributed funds to 18 percent of the centers.

- Perhaps the most significant non-Federal source of support for these programs was the United Way. Forty percent of the centers received United Way funds, each center averaging $21,741. These contributions, in addition to other non-profit, private, and voluntary sources, constituted a large proportion of the operational budgets for runaway and homeless youth centers during 1981.

Networking Initiative Accomplishments

Each network funded by YDB successfully developed an innovative approach to improving service delivery for youth in their target area. The approaches frequently differed in purpose, and were tailored to the needs of the centers and the population served. Examples of these differing activities are listed below.

- Standards for youth services were developed.

- Financial contributions of the private and voluntary sectors were increased.

- Model legislation was enacted on the emancipation of minors and homeless or underserved young adults (ages 16-19).

- A funding assessment and planning process was developed enabling the centers in several States to reduce their dependence on Federal funds.

- Training and coordination with child welfare representatives throughout the country was undertaken in preparation for implementation of the Adoption Assistance and Child Welfare Act of 1980 (P.L. 96-272).

- A peer review model was implemented in one Federal region. The model was based upon specialized standards for runaway and homeless youth programs and a system for review and corrective technical assistance.

Additional YDB Efforts to Support the Runaway and Homeless Youth Program

During FY 1981, YDB worked to expand services and disseminate knowledge to programs and center staff through the following efforts:

- The national Youth Services Institute was established in 1979 to provide advanced training to runaway youth center staff. In 1981, the Institute was convened in Oberlin, Ohio. Forty center staff and several Federal representatives participated in the training which related to fund-raising, State policy development and board development.

- Research and demonstration efforts focused on family transition prompted by separation and divorce, adolescent abuse and neglect, and adolescent day care.

- The national Technical Assistance and Training program continued to provide on-site assistance to center staff in program management and development. In addition, new FY 1981 grantees received training on operational standards and other program management concerns.

II. IMPLEMENTATION OF THE GRANTS PROGRAM

Overview

The Runaway and Homeless Youth Act provides that priority for funding be given to organizations with demonstrated experience in serving runaway and homeless youth seeking grants of less than $150,000. Further, the statute requires that centers funded under the Act provide services outside the formal juvenile justice and law enforcement systems, that they be located in areas frequented or easily reached by runaway and homeless youth and their families, and that they not have single-site maximum capacity of more than 20 youth. States, localities, private non-profit agencies and networks of such agencies are eligible to apply for grants. While in the past funds had been awarded through competition within each of the ten Federal Regions, an amendment to the Runaway and Homeless Youth Act in 1980 added the requirement that funds be allocated according to the youth population in each State.

A total of $10.2 million was available for grants in FY 1981. One-hundred sixty nine (169) grants were awarded. Forty-two programs not previously funded received four-year grants and 127 agencies which had previously been funded received two-year grants. During the grant award period, these grants are subject to non-competitive renewal, based upon review and approval of grantee activities by YDB regional and central office staff. (A list of the FY 1981 grantees is included in the Appendices to this annual report.)

The funding process for the Runaway and Homeless Youth Act is a coordinated effort shared by the YDB staff in Washington, D.C., and the ten Special Assistants for Youth Affairs (SAYAs) based in the regional offices of OHDS/ACYF. The SAYAs identify new applicants, disseminate application kits, convene outside review panels, recommend grantees (including grant amounts), and conduct post-award program and grant administration. The central office develops and distributes funding guidance and State funding allocations to the regional offices. Special efforts were made by the SAYAs to encourage a wide range of new applications for the FY 1981 competitive funding cycle, particularly in those States that had previously limited participation in the program. During FY 1981, 1,200 application kits were distributed nationwide and 169 grants were awarded.

Types of Centers Funded

Grantees funded under the Runaway and Homeless Youth Act are all required to provide services which address the four purposes defined in the Act. The first grants were made in 1975 to 65 programs. These original 65 programs largely utilized the basic runaway youth center program model developed by grass-roots efforts in the late sixties. With Federal leadership and changing client needs, a more diverse mix of grantee program styles has now emerged. Fiscal Year 1981 grantees included States, localities, private voluntary agencies and multi-agency networks which coordinate services. An analysis of the types of programs reveals three basic models:

- Community Network Model: The community network is made up of coordinated agreements and arrangements between several community organizations. These organizations may include a community-based counseling center, a shelter house, the police department, the juvenile court, the child welfare department and the school system. These agencies have a common policy and procedure for handling runaway crisis situations.

- Community Development Program Model: The community development program operates as a multi-service center, providing services to a specific geographic community. Examples of community projects include: developing foster parent groups and senior citizen clubs, operating a recycling center, supervising an adolescent drop-in center, and managing an emergency hotline service. At the same time, each agency provides all the core runaway and homeless youth program services outlined in the Act.

- Runaway and Homeless Youth Center Model: The runaway and homeless youth center is a small facility which focuses entirely on providing shelter and services to runaway and homeless youth and their families. The model is designed to respond rapidly to family crisis situations. The center operates out of a house or an office with a network of voluntary foster homes. Most centers house from six to fourteen youths. The duration of a placement ranges from one day to approximately two weeks. The center serves from 40 to 180 runaway and homeless youth per month. The core services provided are food, shelter, and individual counseling. Family agencies ensure the availability of long-term and specialized assistance.

Administration and Monitoring

During FY 1981, the Youth Development Bureau managed the national Runaway Youth Program, developed program policy guidance, and assured coordination among the regions regarding the administration of the Runaway and Homeless Youth Act. The Bureau also developed a Management Information System (MIS) which gathers information from funded centers and provides demographic statistics on the clients served.

YDB also worked to ensure that Runaway and Homeless Youth Centers were able to utilize the full range of resources available at the local, State, regional and Federal levels. To identify gaps that might require coordination at the Federal level, YDB asked the YDB-funded centers to identify the local linkages established with other service providers in the community and their additional sources of funding. YDB provided the centers with information about other Federal agency resources, and encouraged their participation in local, State, regional and Federal social services planning efforts. Representatives of many of the YDB-funded centers serve on neighborhood, city, and county planning groups and participate in State, regional and national youth service advisory boards.

Each of the Runaway and Homeless Youth Centers was visited by YDB staff during Fiscal Year 1981. The purpose of these visits was to review management plans, linkages with other agencies and systems, and applicable local, State and Federal laws. These site visits in combination with a review of grantee annual reports, allowed YDB staff to identify technical assistance and training needs of the programs funded under the Runaway and Homeless Youth Act.

III. SUPPORTIVE NATIONAL ACTIVITIES

To enhance the services provided by runaway youth centers in local communities, the Youth Development Bureau has undertaken additional initiatives to link local programs and improve their effectiveness. During FY 1981 these initiatives included supporting the National Communications System, sponsoring the National Youth Services Institute, awarding grants to coordinated networks of services, and offering technical assistance and training to grantee agencies and their staffs.

The National Communications System

Section 311 of the Runaway and Homeless Youth Act, 42 U.S.C. 5711, authorizes the creation of the National Communications System. The system that has been established has two components: the National Runaway Switchboard and the Agency Information System.

The National Runaway Switchboard (NRS) assisted 200,000 youth and families during FY 1981. It is a national, confidential, toll-free information, referral and crisis intervention telephone service. The Department of Health and Human Services began providing funds to support the Switchboard which is operated by Metro-Help, Inc., of Chicago, Illinois in August 1974. Since FY 1975, it has been supported under the Runaway Youth Act and administered by YDB. In January 1979, funding for the Illinois portion of the National Runaway Switchboard was assumed by the State of Illinois Commission on Delinquency Prevention, using funds authorized by Title XX of the Social Security Act. The hotline responds to the interstate nature of the runaway youth problem and the lack of specialized resources/services for runaway and homeless youth in many areas of the nation. The number of calls received by NRS has increased each fiscal year as summarized below:

Fiscal Year	# of Calls
1975	22,000
1976	40,000
1977	65,000
1978	105,000
1979	125,000
1980	145,000
1981	200,000

The NRS is designed to help young people who have run away from, been thrown out of, or are considering leaving home, and their families. The Switchboard links its callers with the help they need in three ways:

- Prevention: identifying home-community resources to assist young people and their families who call the Switchboard before a runaway incident;

- o Intervention: providing a neutral channel of communication through which runaway and homeless youth can reestablish contact with their parents/guardians and receive counseling; and

- o Referral: identifying agency resources for youth and their families in the communities from which they are calling.

The Switchboard operates 24 hours a day, 365 days a year with a paid staff of nine full-time employees, five to 15 part-time employees and more than 100 trained volunteers. Through the Switchboard, youth receive information, referral, and counseling services at the time of their first call, regardless of their location. Youth and families may access the services by dialing toll-free 800/621-4000 from 48 States (except Alaska and Hawaii). The Switchboard maintains information on several thousand agencies offering services to young people and their families. The National Runaway Switchboard helps runaway youth reestablish contact with their homes by either conferencing a call between the youth and their parents or by conveying messages back and forth.

In FY 1977, the National Communications System established a second component, the Agency Information System (AIS). AIS assists youth service agencies in delivering more effective services by facilitating interagency communication on specific client cases. Accessible only to the agencies, the AIS can be utilized through an unpublished, toll-free telephone number obtainable from Metro-Help, Inc. The AIS operates ten hours a day, five days a week. The AIS has succeeded in removing agency calls from the National Runaway Switchboard so that its lines can serve more young people and their families.

National Youth Services Institute

Requests from grantees for specialized education courses led YDB to create the Youth Services Institute (YSI) in 1979. The Institute is an integral part of the technical assistance and short-term training authorized by the Runaway and Homeless Youth Act. Continuing education opportunities are critical to job performance and in minimizing staff turnover in youth service agencies. YSI training is provided to center staff to assist them in improving the quality of their own programs and to help them in training other service providers in their regions, States and localities. In FY 1981, 40 center staff participated in the Youth Services Institute held in Oberlin, Ohio. Regional and headquarters YDB staff also participated in the YSI, thus improving their ability to provide technical assistance to grantees.

Topics for YSI courses are selected annually on the basis of grantee input and program needs identified by regional YDB staff. Courses are developed by recognized experts in each area of study and a manual is prepared for each course and distributed to all grantees. Courses for 1981 included such topics as:

- o Social Policy: In response to shifting responsibility for social policy, this course focused on the State and local policy development processes. (Designed and taught by Milan Dluhy, Ph.D., Professor, University of Michigan, Ann Arbor)

- o Boards of Directors: This course addressed the use of Boards which constitute one of the most under-utilized and ill-managed resources available to public and private non-profit organizations. (Designed and taught by John Tropman, Ph.D., Professor, University of Michigan, Ann Arbor)

- o Resource Development: Reflecting anticipated changes in funding patterns, this course focused on non-Federal funding sources, such as corporations, foundations, direct contributions, endowments. (Designed and taught by Beverly Farrand of the Center for Community Change in Washington, D. C.)

Coordinated Network Initiative

The coordinated networking initiative began in 1978. The Youth Development Bureau tested the feasibility of using networks for the transfer of technology through special technical assistance and training activities conducted in Federal Region VI. The emerging grantee network, the Southwest Network of Youth Services, conducted a multi-State conference involving a broad spectrum of State, Federal and private agencies to exchange information regarding the service needs of runaway youth and their families. The Network also improved staff training by developing a staff exchange program that allowed resource people from runaway youth centers to train other staff within runaway youth centers.

Following this initial demonstration of the networking model, in 1980 the Congress authorized in Section 311 of the Runaway and Homeless Youth Act the awarding of grants to coordinated networks of runaway youth service providers. In response, the Youth Development Bureau established the Coordinated Network Initiative. The purpose of this initiative is to establish models and systems which improve the coordination of Federal and State government responsibilities for the runaway youth centers. Specifically, the networking initiative addresses the need to:

- o provide services which are cost-effective, and locally controlled and administered;

- o reduce dependency on Federal financial assistance while maintaining the quality and breadth of the services provided;
- o assure the diversity of assistance in terms of funding and services provided;
- o foster the ongoing evaluation of centers' practices, procedures, and services based upon standards defined by individual State and local governments, and reflective of measurable client outcomes; and
- o improve staff competence and increase the transfer of sound administrative and direct service practices in a cost-effective manner.

During FY 1980, all ten regional offices participated in the Coordinated Network Initiative. In FY 1981, the second year of this initiative, eight grants were awarded to State and inter-State networks and a related grant to the National Conference of State Legislatures. In both 1980 and 1981, supplemental grants ranging from $10,000 to $25,000 were awarded to runaway youth centers for networking purposes. The goals of these grants were to:

- o establish or strengthen multi-disciplinary linkages of centers with other youth and family service providers to improve service delivery to runaway, homeless and other vulnerable youth and their families;
- o increase the competence and administrative skills of professionals who work in runaway and homeless youth centers; and
- o encourage center participation in joint planning, training, intake, treatment, evaluation, and information exchange efforts with mental health, law enforcement, and other social service agencies.

Although each of the regional or State networks utilized the grant for differing purposes, all of the coordinated networking grantees shared the following common activities:

- o collecting program, staff development and youth policy information to be widely disseminated in newsletters;
- o promoting staff exchanges among programs to transfer problem-solving strategies;
- o utilizing the expertise of program staff to provide training at workshops rather than using outside consultants;
- o developing handbooks or training manuals for youth services workers;

- o implementing agreements with State and local juvenile justice and social services agencies; and

- o acquiring non-Federal sources of financial support to foster State and local program control.

In Fiscal Year 1981, the eight networking grants were focused on the following activities:

- o coordination of network activities at the local level to establish or strengthen formal working relationships with other youth and family service providers to improve service delivery to runaway, homeless, and other vulnerable youth and their families;

- o participation by networks in activities that assist State and local, private and public non-profit agencies (and coalitions of such agencies) in planning and designing social services for vulnerable youth; and

- o assessment of redesigning service delivery systems, including such factors as cost, quality of services, organizational and budget constraints, resource planning and allocation procedures. The eight FY 1981 networking grantees, by region, are:

Region I : New England Networking Project
Grantee: The Bridge, West Hartford, CN

Region II : The Empire State Coalition
Grantee: Compass House, Buffalo, NY

Region III : Youth Services Alliance of Pennsylvania
Grantee: Valley Youth House
Bethlehem, PA

Region IV : Southeastern Network of Youth and Family Services
Grantee: The Bridge Family Center
Atlanta, GA

Region VI : Southwest Network of Runaway and Youth Services
Grantee: Youth Shelter of Galveston
Galveston, TX

Region VII : Missouri Prevention Network
Grantee: The Front Door, Columbus, MO
Youth in Need, St. Charles, MO

Region VIII: Mountain Plains Youth Services Coalition
Grantee: Same as above

Region IX : Region IX of the National Network
Grantee: Diogenes Youth Services
Sacramento, CA

Networking Initiative: State Legislatures

A second component of the networking initiative was created to increase State participation in providing services to youth. This was particularly significant since many of the programs which serve vulnerable youth have operated outside State social service systems. In 1981, a grant was awarded to the National Conference of State Legislatures (NCSL) to link the networking grantees directly to State legislators and to provide technical assistance to State policy-makers regarding the needs of vulnerable youth. The purposes of the NCSL grant were to:

- o share interdisciplinary information on services to vulnerable youth with State legislatures, State and local governmental agencies, and private and voluntary organizations;
- o create linkages between Federally funded programs serving vulnerable youth and appropriate State legislative and planning officials; and
- o establish a method for systematically gathering and disseminating information to State and local planning bodies on cost-effective models for delivering services which are easily replicated.

In order to accomplish these purposes, the National Conference of State Legislatures focused its efforts on:

- o providing general resource information regarding youth services to State legislatures;
- o developing a guide to youth services for State legislators; and
- o disseminating a quarterly newsletter to 7,500 State legislators and their staffs on a variety of youth issues.

National Technical Assistance and Training

Section 311 of the Runaway and Homeless Youth Act authorizes the provision of technical assistance and short-term training to centers funded under the Act. The national contractor, Aurora

Associates of Washington, D. C., provides and coordinates technical assistance and training activities to increase the capacity of these centers to meet the needs of runaway or otherwise homeless youth and their families. Since the passage of the Runaway Youth Act in 1974, the contractor has provided technical assistance to centers in such areas as organizational development, community organization and direct service delivery. All runaway youth centers as well as the National Communications System have received services from this effort.

The four major goals of the national technical assistance effort are:

- o Administration of Runaway and Homeless Youth Centers: to enhance the administrative and fiscal capabilities of the centers to plan, implement and evaluate their service programs;

- o Coordination with Federal and State Policy: to help centers respond to existing or new Federal and State legislation, policy and programs that affect services to runaway or homeless youth and their families;

- o Staff Training: to provide runaway center staff with current information and skills for more effective service delivery; and

- o Long-Term Program Evaluation and Planning: to assist centers in future planning and development by critically analyzing programs for strengthening management and service delivery components.

The provision of technical assistance and training services has been instrumental in improving the operational and program capacities of the runaway and homeless youth centers. Newly funded centers view these services as particularly critical to ensuring the successful "startup" of program services.

IV. RESEARCH AND DEMONSTRATION ACTIVITIES

The Runaway and Homeless Youth Act also supports research and demonstration projects to increase the knowledge available concerning runaway and homeless youth and their families and to strengthen planning and programming designed to meet their needs. During FY 1981, several demonstration projects were funded to test new models of service delivery. In addition, research was funded to extract additional information from the client data submitted by grantees. Several of these research and demonstration programs are highlighted below.

Services to Maltreated Youth and Families in Marital Transition

The goal of this program is to demonstrate how funded agencies can expand their services to meet more effectively the needs of youth and families experiencing crises. These crises may be associated with adolescent abuse and neglect, or parental separation, divorce and remarriage. The eight projects supported under this demonstration program have completed the first year of the two-year project period. Service approaches being used by these projects include:

- the development of extensive linkages with other community service providers, particularly local child protective service agencies, juvenile probation agencies, juvenile courts and mental health agencies;
- the training of medical and social services personnel to work with maltreated youth and their families;
- crisis intervention;
- individual and family counseling or psychotherapy;
- foster placement for youth unable to return home;
- single parent and multi-family counseling; and
- extensive public education activities.

In FY 1981, approximately 1,500 youth and family members participated in the four projects focusing on services to maltreated youth. In addition, approximately 1,800 youth and family members received services in the four projects designed for families in marital transition.

Youth Employment Demonstration Grants

The Youth Employment Demonstration Grants program is funded under a 24-month interagency agreement between HHS and the U. S. Departments of Labor and Justice. The program is designed to test innovative approaches for improving employment, training, and career development services for young people, particularly minority youth. The program operates within 17 centers funded under the Runaway and Homeless Youth Act.

The objectives of this program are to:

- o provide direct employment and educational services for homeless youth and other youth-at-risk;
- o promote and improve the quality of youth work experience in the field of human services;
- o involve youth in the design of service delivery systems and in the decision-making process;
- o provide supportive services for highly vulnerable youth and heretofore unserved subgroups within the youth population;
- o promote program linkages between education and work-related activities;
- o expand service capacity in local communities by increasing resources;
- o improve service delivery in local communities by establishing neighborhood-based groups and networks; and
- o promote a coordinated national demonstration program to assess the quality and impact of youth work experiences supported by selected runaway youth programs.

Two program models were tested under this initiative. The Youth Participation Program Model is focused on involving youth in responsible, challenging work within the runaway youth centers and providing opportunities for decision-making, career exploration, and educational growth. This program component served youth aged 14 to 18 residing within the community in which the centers are located. The youth participating were identified as low achievers, potential dropouts, pushouts, or status offenders with little constructive involvement in community activities.

The second model, the Community Services Job Development Model, was designed to develop local community service jobs for youth. Efforts focused on preparing youth for placement in unsubsidized public or private sector jobs or appropriate educational or training programs. This was accomplished by

providing short-term, intermediate, and full-term employment and training in a wide range of community service activities. This program component was targeted to reach homeless and severely disadvantaged youth aged 16 to the age of majority* who had histories of low academic achievement, unemployment, poor job search and retention skills, dependent children, and a variety of familial or social adjustment problems.

During a six-month data collection period, 315 youth were served by all 17 youth employment demonstration grants. These youth participants ranged in age from 14 to 21 years, with 71 percent under the age of 18. Two-thirds of the participants were female. One-half of the participants were minority youth. One in seven had graduated from high school or had obtained a GED; one in four had dropped out of school or had been suspended. The remainder were still in school. One-half of the youth participating were employed directly by a center funded by the Runaway and Homeless Youth Act or its parent agency; one-fourth were placed in private sector jobs; one-sixth held public sector jobs; and a few were employed in youth-run businesses. Stipends for the participants averaged $3.19 an hour. All 17 of the youth employment projects provided job training and 13 of the projects provided employment readiness and skill training. The projects used CETA funds and/or positions to the fullest extent possible.

The participants in these two model demonstration projects reported a variety of positive effects of their participation: acquiring training, learning to live independently, earning money, and increasing their sense of personal competence, self-assurance, and self-worth. Improved relationships with others, especially peers, were also frequently cited as positive outcomes of the projects.

Project to Facilitate Access to the State-level Title XX System

A third demonstration project, supported by YDB and the Office of Policy Development in OHDS, is designed to assist the Ohio State Welfare Agency in working with the Ohio Youth Service Network. The common goal was to increase the availability of local services provided by Title XX of the Social Security Act to runaway and homeless youth and their families. This project has resulted in:

- the establishment of a special Title XX Coordinator position in the State Welfare Office to serve as liaison to the Ohio Youth Service Network and participate in local county planning groups;
- the provision of cross-training of State welfare and runaway center staff; and

* The age of majority varies from State to State.

- o the implementation of model outreach and aftercare service components within the nine participating runaway youth centers.

The project has developed models for the provision of outreach and aftercare services which can be replicated by other runaway and homeless youth centers. In addition, progress has been made in establishing a model reporting methodology that will both meet the requirements of social services agencies and ensure the confidentiality provisions of the Runaway and Homeless Youth Act. The project has made a significant contribution to the development of the Title XX State Comprehensive Plan. The project also has prepared a manual to assist youth service agencies interested in obtaining Title XX funds and services.

Secondary Analysis of Client Data

In the area of research, YDB contracted for a secondary analysis of the data that have been compiled on the young people receiving services from Runaway and Homeless Youth projects funded since 1977. The purposes of this contract are: to conduct comprehensive analyses and realiability checks on the data; to develop a detailed profile of the clients being served and their service requirements, including changes in both over time; and to assess the effectiveness of the services provided.

The analyses that are being conducted are designed to provide information in the following areas:

- o the basic demographic characteristics of the runaway youth population, including changes, if any, over time;
- o the range of problems of youth at the time they seek project assistance;
- o the types of services that are provided directly by the projects, and indirectly through referrals to other community agencies;
- o the extent and impact of parental involvement in project services;
- o the extent to which various client differentials (such as demographic variables, presenting problems, referral source, client type, family involvement in services) influence the services provided clients, client outcomes, and program effectiveness; and
- o the extent to which the projects address client needs and reunite youth with their families.

Results of these analyses are being compiled.

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V. FEDERAL COLLABORATIVE ACTIVITIES

As part of the administration of the Runaway and Homeless Youth Act, the Youth Development Bureau establishes linkages with other Federal programs serving runaway and homeless youth grantees. YDB staff participated in a number of collaborative activities with other Federal agencies during FY 1981.

Federal Coordinating Council for Delinquency Prevention

One vehicle for such collaboration is the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention which was established in 1974. The Council coordinates Federal delinquency prevention and control efforts and makes recommendations to the Congress and the President on overall Federal delinquency policy. A recent Council study identified 45 separate Federal programs in seven cabinet level departments and two independent agencies that provide assistance to State and locally operated youth programs. The Director of the Youth Development Bureau, the Commissioner of the Administration for Children, Youth and Families, and the Secretary of Health and Human Services serve on the Council.

The priorities established by the Council in Fiscal Year 1981 were: (1) deinstitutionalization of status offenders; (2) separation of juveniles and adults in correction facilities, and (3) provision of services for mentally retarded and disturbed offenders. The Council also facilitated information exchange and joint funding agreements between member agencies.

Baltimore Blueprint

The Baltimore Blueprint is a joint public and private planning effort charged with increasing cooperation and effectiveness of human services in Baltimore. YDB staff have worked with local officials to analyze juvenile justice policy and negotiate simplification of procedures and other reforms. YDB staff have provided the Blueprint organization with assistance in the areas of pre-arraignment programs, foster care recruitment and selection standards, and Federal resource availability.

Alcohol, Drug Abuse and Mental Health Administration

YDB established coordinative efforts with the Department's Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) beginning in 1978. A recent survey of programs funded by the Youth Development Bureau explored the extent of substance abuse by runaway and homeless youth. Results of the survey revealed that:

- eighty-two percent of center staff considered drug and alcohol abuse to be a problem for youth and families served;

- seventy-one percent identified alcohol abuse and 42 percent identified drug abuse as a significant problem;
- sixty-two percent felt that the types of services available to meet drug and alcohol related service needs were inadequate; and
- seventy-one percent considered alcohol abuse and 42 percent considered drug abuse to be a problem for parents.

In FY 1981, YDB worked with ADAMHA to develop an interagency agreement to support demonstration programs and related activities addressing substance abuse among the youth and families served by runaway and homeless youth centers. In addition, YDB has encouraged grantees to link with State substance abuse agencies and other pertinent State programs.

Additional YDB activities with ADAMHA included coordination with the National Institute for Mental Health (NIMH) contract to study "Runaway Programs at Mental Health Centers." YDB staff also served on a NIMH group working on the effects of the implementation of the Mental Health Systems Act on runaway and homeless youth and their families.

CONCLUSION

The Runaway and Homeless Youth Act, as amended, now supports 169 runaway and homeless youth centers in all 50 States, the District of Columbia and Puerto Rico. Each of these centers participates in networks of public and private services within individual communities, States and regions to enhance its ability to offer alternatives to involvement with juvenile justice, law enforcement and public welfare agencies for vulnerable youth and their families. The role of the Youth Development Bureau has been to increase services and program effectiveness without increasing Federal expenditures. YDB has also worked to increase knowledge about runaway and homeless youth and their families and promote testing and dissemination of new service models for this population. The Youth Development Bureau has also assisted grantees in diversifying their sources of income and the services they provide by emphasizing the building of community service networks and the use of local and volunteer resources. All of these activities have contributed to the effective implementation of the Runaway and Homeless Youth Act in Fiscal Year 1981.

NINETY-SEVENTH CONGRESS

PATRICIA SCHROEDER, COLO., CHAIRWOMAN

MORRIS K. UDALL, ARIZ.
WILLIAM (BILL) CLAY, MO.
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U.S. House of Representatives
COMMITTEE ON POST OFFICE AND CIVIL SERVICE
SUBCOMMITTEE ON CIVIL SERVICE
235 CANNON HOUSE OFFICE BUILDING
Washington, D.C. 20515
TELEPHONE (202) 225-4025

January 21, 1982

Honorable Ike Andrews
Chairman
Subcommittee on Human Resources

Dear Ike:

Enclosed please find a letter from Ms. Dolores Meyer of the Office of Human Development Services in Denver. In her letter, Ms. Meyer speaks of the possible inefficiencies of combining two positions into one under the assumption that the runaway youth and child abuse programs are slated for block grants.

It is my understanding that Congress rejected such a proposal for block grants during the last session. I would appreciate your response to this portion of Ms. Meyer's letter through my Subcommittee on Civil Service.

Much thanks,

Sincerely,

PATRICIA SCHROEDER
Chairwoman

PS:al

Enclosure

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of
Human Development Services

Region VIII
Federal Office Building
1961 Stout Street
Denver CO 80294

December 29, 1981

JAN 4 1982

The Honorable Patricia Schroeder
House of Representatives
2437 Rayburn House Office Building
Washington, D. C. 20515

Dear Mrs. Schroeder:

I am writing this letter to solicit your attention to the reduction in force cufrently in effect within the Office of Human Development Services.

Nothing specific has been communicated to us, except the ceiling numbers. Consequently, individuals do not as yet know how they will be affected. Individual RIF notices are due January 4th, effective January 23rd.

From discussions with other Regional Office staff and from information obtained from the Region VIII Administrator it appears that the Youth Specialist position and the Program Specialist for Child Protection (or Child Abuse) position will be combined. This essentially creates one vacancy into which someone (probably a career veteran in Region VIII's case) will move. The two persons who have effectively performed their jobs for the last six years must find other employment. The purported reason for combining the two jobs into one new job is that both these programs (runaway youth and child abuse) are "slated for block grants."

It appears to me presumptious for the agency decision-makers to assume that Congress will put these programs into block grants. Perhaps they have information I don't have. At any rate these programs are currently not in the block grant. I seriously question the ability of one untrained, unknowledgable person to carry out the intent of Congress for both these programs. Speaking as the Program Specialist for Child Protection, I have to say that "Congressional intent" seems to be a principle which is increasingly ignored. The "Executive intent" appears to be that these programs be neglected. Needless to say, the political strategy is obvious.

Other questions arise about the RIF. For example, I have an article from the Denver Post, Sunday, September 20, 1981. It states that the Director of the U.S. Office of Personnel Management, Mr. Donald Divine, said that much of the reduction will be by trimming part-timers, retiring those near eligibility for retirement and using new regulations to weed out inefficient employees.

If Mr. Divine has instructed the agencies of these priorities it certainly is not obvious. The only positions being considered for the RIF in the

Office of Human Development Services are the career professionals. The part-time positions and even excepted positions appear to be exempt from the RIF, snd there still does not appear to be any effective way to "weed out inefficient employees."

My last comment has to do with the cost-effectiveness of procedures used to accomplish reduction in force. A recent article I read in the Public Administration Review (Vol. 40, Number 6, 1981) presents findings from a study on "layoff" vs "attrition" as the process for the desired outcome of a reduced work force. The data suggests that attrition is the desired method and that personnel offices study the cost/benefits of alternatives before initiating action. Both New York and Ohio have successfully used the attrition method. No doubt someone will also study the Reagan administration's RIFs and conclude that it was wasteful. However, the public will never see that data and I suppose it would take a lot more than data to convince the public right now that civil servants can be productive and effective. Can they?

Thank you for your attention. I would like to encourage you to pursue your efforts to improve the civil service.

Sincerely yours,

Dolores Meyer

Dolores Meyer, Program Specialist
for Child Protection
Administration on Children, Youth
and Families
Office of Human Development Services

cc:
Representative Geraldine A. Ferrarro
Post Office and Civil Service Subcommittee
on Human Resources

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES
ROOM 2178, RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515

February 11, 1982

Honorable Patricia Schroeder
Chairwoman
Subcommittee on Civil Service
209 Cannon House Office Building
Washington, DC 20515

Dear Pat:

Thank you for your letter of January 21, 1982, and the attached letter from Ms. Delores Meyer. I asked Subcommittee staff to look into the matter concerning the possible combination of runaway youth and child abuse programs into block grants. Now that the budget is out, they have some fairly definite answers.

Evidently, there was serious consideration at one time of putting runaway youth and child abuse programs into a block grant. At least, there were numerous rumors to that effect. However, staff inform me that the runaway youth program, while cut rather severely by about 40%, remains a Federal program outside any block grant and that the child abuse State grants will also remain separate. Thus, using the assumption of block granting as a rational for combining the two positions referred to by Ms. Meyer would not seem to be valid.

You are correct that Congress rejected the idea of block granting the runaway youth programs during the last session, during the reconciliation process. In addition, the Runaway and Homeless Youth Program was just reauthorized for four additional years in 1980. While the new reauthorization requires an equitable distribution of funds among the States, the idea of block grants was rejected.

I hope this response is helpful in your deliberations. If you have further questions, I hope you or members of your staff will feel free to contact Gordon Raley, Staff Director for the Subcommittee on Human Resources, for further clarification. Thanks again for your interest.

Sincerely,

Ike

Ike Andrews
Chairman

IA:slm

UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

INSTITUTE FOR PROGRAM EVALUATION

April 14, 1982

Mr. Gordon Raley
Staff Director, Subcommittee on
Human Resources
Committee on Education and Labor
House of Representatives

Dear Mr. Raley:

The purpose of this letter is to reaffirm our understanding regarding the confidentiality of the information collected for the Runaway and Homeless Youth Program review requested by the Subcommittee on Human Resources, House Education and Labor Committee. As agreed, GAO extended a pledge of confidentiality to all respondents. This pledge was developed in consultation with GAO's Office of General Counsel and was worded as follows:

> Your name will be kept confidential and will not be released outside GAO. We may quote individual answers in our report but we will not quote anyone by name.

As agreed, following data analysis we will break the link between the information we collected and the names of the respondents who provided the information. This procedure will ensure that GAO will be able to uphold the confidentiality pledge we granted.

I look forward to testifying before the Subcommittee on Human Resources concerning the Runaway and Homeless Youth Program. Consistent with our agreement to use the pledge of confidentiality, I will describe our findings in summary terms and not refer to specific sites or individuals.

Sincerely yours,

Eleanor Chelimsky
Director

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES
ROOM 2178, RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515

April 23, 1982

Eleanor Chelimsky
Director
Institute for Program Evaluation
United States General Accounting Office
Washington, DC 20548

Dear Ms. Chelimsky:

Thank you for your letter of April 14, 1982, reaffirming our understanding regarding the confidentiality of the information collected for the Runaway and Homeless Youth Program review. You are correct that we would expect any presentation of the findings of this review to be accomplished through the use of summary terms without reference to specific sites and individuals.

Thank you for your thoroughness in regard to this matter.

Sincerely,

Gordon A. Raley

Gordon A. Raley
Staff Director

GAR:slm

Legal Services for Children, Inc.

149 Ninth St., Top Floor, San Francisco, CA 94103 (415) 863-3762

May 13, 1982

The Honorable Ike Andrews
United States Congress
Room 2201, Rayburn Office Building
Washington, D.C. 20515

Dear Congressman Andrews:

Recently I was contacted with regard to a program audit your subcommittee was working on concerning services and needed resources for runaway, or throwaway, youngsters. I was certainly pleased to learn more about your interest and efforts; children and teens increasingly need voices such as your own speaking upon their behalf.

I am writing to introduce Legal Services for Children to you. I am not trying to ask for help in securing federal funds; I did think, however, that you might be interested in what we do since so many of our efforts successfully divert children away from the juvenile justice system. Specifically in 'runaway type' situations we've often pursued legal guardianships or other legal proceedings (mental health, school, etc.) as viable alternatives to juvenile court intervention. There are also groups, by the way, in your home state which over the years have asked for my help in starting similar programs.

I have enclosed some materials descriptive of our work for your perusal. I also would welcome your comments or questions. And, if there is any way in which I could assist in your efforts with regard to runaway youth all your office need do is call upon me.

Thank you.

And with best regards.

Very truly yours,

Carole Brill
Managing Attorney

CB/jd

Enclosures

Carole Brill, Managing Attorney; Joe Simasek, Attorney; Paul Lewis, Attorney; Susan Spellotich, Attorney; Sheila Bragoe, Attorney; Bruce D. Fong, Attorney

Legal Services

for Children

149 Ninth St., Top Floor
San Francisco, CA. 94103
(415) 863-3762

What is Legal Services for Children?

Legal Services for Children is the first free and comprehensive group practice of private attorneys teamed with caseworkers for youth in the nation. We represent minors in all kinds of cases in the Juvenile Court (Neglect and Abuse Cases, Status Offense Cases, and Crime Charge/Delinquency Cases), in Administrative Proceedings (e.g., School Discipline, Educational Handicaps, SSI, Mental Health, Welfare, Foster/Group Home Placements, etc.), and in other civil matters (e.g., Guardianships). Incorporated in August, 1975, we are now 5 attorneys, 4 caseworkers, and other volunteer and support staff offering legal services to minors in San Francisco.

Why do children and youth need lawyers?

Children are among the most vulnerable members of our society. They may be treated as the mere property of their parents or the state, and they may be processed through an educational system that does not teach. In increasing numbers, they pass through an impersonal juvenile system which neither curbs delinquency nor helps the child.

While attorneys teamed with caseworkers cannot accomplish everything, through our comprehensive services we try to break the cycle for our clients from neglect to delinquency, to offer solution oriented advocacy with respect to school, health, financial and housing problems, and to advocate concrete alternatives to delinquency recidivism.

Comprehensive Services

Legal Services for Children does not merely concentrate on a minor-client's initial reason for office contact, but seeks to offer services to the whole child. In defending a 14 year old

on a petty theft for example, we might also be seeking a special school placement, or job training, or a permanent legal guardian for the child.

Caseworkers teamed with attorneys

Every client who comes to Legal Services for Children receives the teamed services of an attorney and a caseworker from initial contact through final resolution of the case. Caseworkers provide for a more complete understanding of the needs of our clients, they serve as essential links to other available community-based, public and private youth resources (counseling, job training, placements, etc.), and they provide necessary follow-up. In delinquency cases particularly, they come forward with specific and viable community-based alternatives to mere institutionalization and lock-up. Nowhere so logically as with children, do casework and legal expertise join together under the heading of advocacy.

Alternative Disposition Planning

In every delinquency case Legal Services for Children comes forward at the disposition phase of proceedings with a concrete and viable community-based alternative to mere institutionalization and lock-up. This may include job training or a part-time job, involvement in a community group, alternative punishment (such as at a Senior Citizens' Center) or a group home placement . . . whatever serves the specific interests and needs of the minor involved. Statistics bear out that early institutionalization and lock-up increases recidivism and the need for more institutions. We believe that by providing real alternatives to our young clients now, we may prevent recurring delinquency and crime later.

Unique representation of neglected and abused children

Legal Services for Children is unique to California in representing children subject to neglect and abuse proceedings in the Juvenile Court. Representing the children involved, rather than the traditional adversaries of parents vs. the state, our advocacy is solution oriented, seeking to maintain families whenever possible with preventive or supportive services. When this cannot be accomplished, we are vigilant against the potential of official or institutional abuse, fighting against frequent changes in placement, and movement from foster home to foster home, institution to institution. Once again, statistics bear out that in order to solve the problem of delinquency, we must begin with the problems of the abused or neglected child.

Referrals; Who is eligible for our services?

Legal Services for Children accepts referrals from all public and private youth serving agencies as well as from individual adults. Clients also come as individual walk-ins or are referred by friends. There is no charge for our services.

Clients must be residents of San Francisco or have substantial ties (e.g., a parent residing here) to San Francisco. We are unable to provide representation in other parts of the state or country.

Clients range in age from mere infants to those 17 years old. We do not represent anyone who is 18 years old or older.

As a non-profit agency we do not accept fee-generating cases although we can help with referrals in those matters.

Office location and hours

LEGAL SERVICES FOR CHILDREN
is centrally located at

149 - 9th Street in San Francisco.

Office hours are 9-5 weekdays.

The phone number is 863-3762.

Funding

Legal Services for Children is a non-profit corporation which has received funding support from private individuals and local foundations including the Rosenberg, San Francisco, Gerbode, Haas, Van Loben Sels, Maria Kip, B.A.M.A.C., Columbia, Stulsaft, and Zellerbach foundations. We have also had a small contract with the City and County of San Francisco to provide services to status offenders. And, in July, 1979, we received a grant from LEAA as a national model project for replication throughout the country. There is never a charge to the young clients we serve.

We are very grateful for private gifts and all donations are tax deductible.

5-17-82

Marla Johanning
2216 E. Locust
Enid, Okla. 73701

MAY 24 1982

Dear Mr. Andrews,

I'm writing to you in reguard to the Runaway and Homeless Youth Act FY83. As a resident counselor, at the Youth Service Center in Enid, I'm reminded daily of the importance of increased funding.

The children who utilize Youth Service programs haven't any other agency to meet their special needs. To continue providing such services an increase in funding is unavoidable. It's my hope you'll support the $25 million appropriation recommended by the House Committee on Education and Labor.

Sincerely

Marla K. Johanning

Father English Multi-Purpose C♥mmunity Center

TRI-COUNTY YOUTH SERVICES, INC.
435 MAIN STREET, PATERSON, NEW JERSEY 07501

MAY 20 1982

"we make a difference"

GAIL MANNING – *Executive Director*

(201) 881-0580

Project Youth Haven
374 Grand Street
Paterson, New Jersey 07505

Congressman Ike Andrews
Chair of the Subcommittee on Human Resources
Rayburn House Office Building, Room 2201
Washington, D.C. 20515

Dear Congressman Andrews:

I am writing to you in regards to the Runaway and Homeless Youth Act, (Title III, P.L. 93415). The national problem of youth finding themselves in a homeless or runaway crisis, is a serious one and one in which there is a tremendous need for increase in services.

I am urging you to advocate and support an appropriation of $25 million for the Runaway and Homeless Youth Act. The current administration would like to appropriate $6.6 million which would incur a 40% reduction at a time when runaway and particularly homeless youth are greatly increasing and the need for services is crucial.

Without your support these youth will have no where to turn to and will have no choice but to make their home and their survival, our city streets.

Sincerely,

Wendy J. Smith
Director
Project Youth Haven

cc
The National Network of Runaway and Youth Services Inc.

Providing comprehensive community services
Children's day care • Senior/Handicapped transportation • Youth crisis intervention • Consumer education • a Food co-op site • Nutritional programs • Food stamp distribution • Handicapped recreation • Health, Cultural and Educational enrichment and camp management

PROJECT YOUTH INC.
Services For Young People of Sheridan County

330 North Main Street — Sheridan, Wyoming 82801 — Telephone (307) 672-6736

MAY 21 1982

May 18, 1982

The Honorable Ike Andrews
Chair of the Subcommittee on Human Resources
Rayburn HOB, Room 2201
Washington, D.C. 20515

RE: Runaway and Homeless Youth Act
(Title III, P.L. 93415)

Dear Mr. Andrews:

I am writing to express my support for full appropriation of 25 million dollars for the Runaway and Homeless Youth Act (Title III, P.L. 93415). The 6.6 million dollar appropriation as recommended by the Administration for FY 83 is a 40% reduction in funding. Private agencies that now meet the needs of youth across the nation cannot provide the desperately needed services with a cut of that magnitude.

A recent membership survey conducted by the Mountain Plains Youth Services Coalition revealed the potential impact of domestic program budget cuts on the typical rural non-profit youth serving agency. Forty five percent of the typical agency budget is derived from government contracts and grants. Every agency received funding from at least one level of government with 85% receiving federal funds either directly or passed through the state or local government. While the range of government funding varied greatly from agency to agency to a maximum of 80%, a forty percent decrease in government funding would, for the typical agency, result in a substantial deficit.

Youth serving agencies providing alternative care, outside law enforcement/ juvenile justice, feel the full impact of budget cuts under the Administration's proposed FY 83 budget. The Reagan administration is demanding more sacrifice from the children than from any other group in American society.

This matter deserves serious attention in light of the fact that the children and youth are a major resource for tomorrow. I request that you protect the interest of tomorrow by considering youth today.

Sincerely,

Nancy Michel
Time-Out Coordinator

NM:drm

Child and Family Services
OF NEW HAMPSHIRE

Greater Concord Regional Office: 1 Thompson Street, Concord, N. H. 03301 — Tel. 224-7479

MAY 25 1982

May 21, 1982

Hon. Ike Andrews, Chair of the Subcommittee of Human Resources
Rayburn HOB, Room 2201
Washington, D.C. 20515

Dear Mr. Andrews:

This letter is written to request your support of the Runaway and Homeless Youth Act (Title III, P.L. 93415) with an appropriation of $25 million.

Each year we see many victims of emotional, physical and sexual abuse who are in vital need of emergency shelter care. These children need a safe, structured and caring environment. Without a sanctuary they are children who are isolated, alone, fearful and easily victimized by peers who are more "street wise". We have an obligation to protect these children from further harm.

This problem must be addressed by a national program and I urge your support of the $25 million appropriation level.

Sincerely,

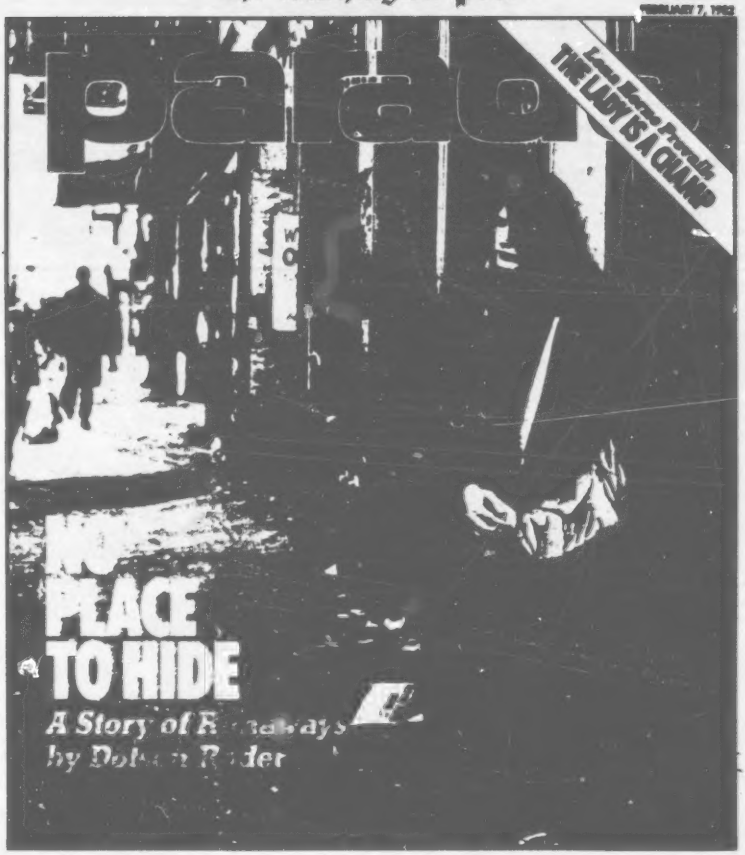
Thomas W. O'Connor

Thomas W. O'Connor, Jr., ACSW
Regional Director
LA

TOC:lja

Member Agency: Greater Concord United Way
Member Agency: Child Welfare League of America
Accredited by Council on Accreditation of Services for Families and Children

The Washington Post



RUNAWAYS

The average age is 15 and most depend on prostitution or theft to survive • by Dotson Rader

Ann is a very pretty girl, with a round, childlike face, lovely smile and large brown eyes. She dresses colorfully and delights in collecting stuffed animals, bunnies mostly, and baby dolls. When she moves from one cheap hotel to another, as she frequently does, she piles her toys into two enormous plastic garbage bags and drags them with her.

Ann is 15. Like hundreds of other runaways, she hangs out around First and Post Streets in Seattle, a derelict in an area of porn shops, saloons, flea-bag hotels. She sleeps late, spending her nights wandering the streets or sitting in the Donut Shop. While it's an unpleasant place, runaways feel welcome there, safe from the johns, pushers and pimps outside, and from the cops. For many, the Donut Shop is the only place they have to go.

Like Ann, all the children in this story are real. While their names have been changed, their stories are true. What they say here is typical of what hundreds of other kids told me across America, from Key West to Boston, and New York to Los Angeles.

This article centers on the runaways in Seattle and San Diego, cities chosen because they anchor the ends of U.S. I-5, the main road for kids on the run in the West. Also, they are representative places, largely middle class. These children could be from your town, from next door.

I sat opposite Ann at one of the long formica tables, under harsh fluorescent lights. I asked her why she didn't go home to her family.

"Everytime I try to go home to live, my Dad starts hitting me," she said. "Now I only go home on Christmas, Thanksgiving and on my birthday. I owe them that. I'd like to live at home again, but I know it would start all over again. Daddy drinking and beating me up. That's why I left. The first time I ran away, I was 11. When I was 12, I was gone for good. I got a job at the Exotic Body Exercise Club downtown near the Donut Shop.

"After I lost that job, I met this old man on the street. He said he needed a babysitter. I'd get paid well. He lived in a hotel in Chinatown. He had a prostitute there, and she had a baby. I took care of. After a while, the old man made me a prostitute. I was 13 years old, and I had no place to go.

"The old man knew all these Japanese guys who'd come to the hotel for sex. Two or three times a week I'd turn tricks, usually five or six a night. They each paid the old man $40 for sex with me. He was good to me. Sometimes he gave me $7 to go to the disco, and $10 to spend. But I left him after nine months."

Ann glanced around the Donut Shop at the other kids. The, she leaned forward, lowering her voice, not wanting the other children to hear. Her modesty was touching and sad.

"My parents never spoke to me about sex. What I knew about it I learned at the movies," she confided. "When I first did it, I'd drink before the sex happened, and then I'd pretend it wasn't happening to me. I'd think about pretty things, like I wasn't even there. The first time, I was scared because I didn't know what was going to happen. Then I didn't care anymore. I really only like sex with someone I love. Other times I'm indifferent. I'm very lucky. I haven't been hurt by a trick. A lot of kids have.

Brent Peterson

"After I left the pimp," she continued, "I started mud wrestling on weekends all over the country. I was 14."

Ann told me about the mud show circuit, how she was auctioned off after each match to the highest bidder, who then had the right to bathe her down. She added that her life was okay. Anyway, what choice did she have? Nobody since the first ran away had ever tried to help her. Nobody.

We left the Donut Shop. Kids were huddled in doorways or walking back and forth to keep warm, some as young as 10, waiting around in the cold for someone to stop and buy their bodies for a few dollars or a meal or a warm place to stay. Police cars cruised by, as did johns peering through closed car windows, looking for kids to pick up.

Up to 1 million children in the United States run away from home each year, according to the federal Health and Human Services Administration. And most, after a few weeks, turn to prostitution and theft for survival. The average age of a runaway child is 15.

Forty-seven percent of runaways are girls, the agency says. More than half leave home because of child abuse. One-third are sexually abused. Of these children, 83 percent come from white families. The majority are never even reported as missing by their parents. Knowing all that, it was still disheartening to see in Seattle so many kids with nowhere to go.

As we walked, Ann introduced me to other street children, two of whom I asked to interview. Most of the runaways I met were unusually bright, attractive, lonely and hungry for adult regard and affection.

There were also johns who came up, trying to solicit Ann.

These men who have sex with children are almost entirely middle-class, usually married, and most often they have children at home about the same age as the child they violate, according to social workers. They are rarely arrested. When the police act, it is always against the children.

Before I left Ann, I asked how she envisioned her future. It was now after midnight. She stood near the entrance of a smut parlor, her small hands shoved in her jacket pockets, looking weak and defenseless. "Oh, I don't plan to be a prostitute for the rest of my life," she declared. "In Seattle, most of the runaway girls on the street end up in prostitution. It's do or die. The same with the boys. Do you know how hard it is for a kid to get a job in Seattle?" She shook her head. "If I had my life to do all over again, I wouldn't live like this. I would have stayed home. I'd rather be abused at home than this. Seriously, I would."

She paused.

"But it's too late now."

The following day I found Ann waiting in my hotel lobby with two of her friends, Daniel and Melanie.

Daniel, who just turned 15, is tall, handsome and unusually articulate. He told me about running away from home at 12, of being raped a week later by a middle-aged man in the back of a van and being too frightened to tell anybody. In almost deferential tones, he outlined his brief life—hitchhiking up and down the West Coast. His was an account of sexual abuse, drugs, desperation and an aching need to belong somewhere, to somebody. Now he was working as a busboy. He wants to be a radio announcer. Someone told him he had the voice for it.

After speaking with Daniel, I talked

"My parents never spoke to me about sex. What I knew about it I learned

COVER PHOTOGRAPH BY BRENT PETERSEN

with Melanie. She spoke rapidly, chain-smoking. There was a bravado in her manner, belied by her sorrowful gray eyes. She was 5 feet and underfed.

She told me about her parents' divorce and the death of her grandmother, whom she loved deeply. At 13 she became pregnant. She didn't know how pregnancies happened, she said. She left home when her mother forced her to abort the child. Melanie has been on the run since.

"I ran away on Christmas night, about two months after the abortion," she said. "I hated Mom after that. One night I went to downtown Seattle. I met a guy named Jim. He was 18, and he'd been a runaway since he was 14. We got an apartment together. It was really a hotel for bums. I started tricking [prostitution] to get money for us because Jim was having a hard time of it. The johns wanted younger boys, 14, 15, and Jim was too old. When I first started tricking, I didn't let Jim know. I wanted him to think I was an innocent little girl. Now it doesn't bother him."

Melanie sat by the window in my room. It was an overcast day, but you could still see past the skyscrapers to the lake beyond and, farther still, the hills of the neighborhood where she had been reared.

"I used to live over there," she remarked. "It was a nice house."

Now she lived with Jim, who was a bum dealing drugs, drinking and hanging out. She loved him, but she hated prostitution, all her years lost to the streets. She felt trapped.

"I'm so tired of sex," Melanie said wearily. "It doesn't do me any good, sex with anybody, even Jim. I don't enjoy it anymore." She is 16 now.

I suggested that she return home. If she told her parents what she had been through, they would help.

She laughed. *"My parents know I'm a prostitute,"* she said. "All my father says is, don't get arrested. He doesn't want it in the newspapers."

Before I left for San Diego, I took Daniel and Ann to the restaurant at the hotel. They ate a lot and talked as children will about all they are going to do in life and what shining futures awaited them, but I knew they didn't believe a word of it.

"I'm flying to California on Tuesday to go on the roller-coaster and see a guy down there named Walt," Ann boasted. "He's a television producer."

"I've been to Disneyland!" said Daniel. *"Twice!"*

She ignored him. "I met Walt at an amusement park last year in Santa Cruz. I went to his ranch and rode horses and drank lemonade. He likes little girls. He likes me."

I asked how old he was, this man who likes little girls.

"Sixty-five," Ann said.

When they finished eating, they said they had to go to the bathroom. As I waited for them to return, I grew wary and began to suspect they were conspiring to hit me for money.

When they returned, each had a small gift for me they had bought at the hotel's gift shop. A bottle of after-shave and a souvenir mug.

For three days in San Diego, a runaway named Patrick took me to places where children on the lam gather. They're not hard to find. They sleep in the bus depot, or in the parks, particularly the area near the zoo. You find them in abandoned cars or empty houses or grouped around fires on beaches. They are everywhere.

Of the hundreds of children I met, Patrick was the most private. He was wounded inside, and the pain bred

A runaway in San Diego finds a place to sleep—for a night.

distrust and silence. He was 17, although he looked much younger. Blond, with blue-green eyes, he was small but athletic, liking gymnastics. Quiet, shy, suspicious. But despite that, he had a natural winsomeness, a ready smile and easy laugh joined by an insistent vulnerability that made him at once likable and sad. He elicited in me, as did the others, a desire to protect. But he was different, possessed by an almost palpable rage. When I first asked about his life, he angrily refused to reply. So I let it go by.

On my second day, we drove to Chula Vista Park, where many runaways live. They survive by doing odd jobs, stealing, helping each other out.

We came to the park two days after the police had raided it, and we saw children with bruised faces and cuts on their hands. The police don't like children living in the parks.

Among the runaways I interviewed there was Steven, 15, from Ocean Beach, Cal. He ran away when he was 13, he said. Like most runaways, his chief concern was getting enough food and a dry place to sleep. He comes from a good family, but he can't go home again.

"It's frightening to be a runaway," Steven said, "because you don't know about tomorrow. You wonder where you're going to eat or live. Am I going to be all right? Will I be able to sleep somewhere other than in the park? You get nothing to grab onto because all that you own is what's on your back. Nothing is mine. When I want something to eat, I steal it.

"When you run away, you meet a lot of kids who got no place," he added.

"Why don't kids want to go home?" I asked.

"Some of them get beat up so bad," he said. "But the streets are bad too. The cops beside you. Sometimes they beat you up.

"I don't want to go home because I really hate my mother. When I was 13, she kicked me out.

"If I had a child who ran away, I'd find him. I'd do my best. I'd sit down and talk him what was on his mind. What's troubling you, kid? And after we talked, I'd try to change the things he didn't like. We'd compromise. I want to go back home, but I can't. I see how small I am. *I'm nothing.* God, I can't live on my own. It's need out there. It's crazy! Whew! It's scary! I can't pay my own way. And I know it."

The day I was to leave San Diego, Patrick and I went to Ocean Beach to interview more runaways. I talked to a girl and a boy who lived in a broken-down car. And to a girl of 15 with a year-old baby, and her friend of 13. They had been traveling together for two years and could not see beyond

continued

at the movies. When I first did it, I'd pretend it wasn't happening to me."

RUNAWAYS *continued*

tomorrow. Also, there were young runaways spaced out on drugs or staggering about on cheap booze; children obviously undernourished, unhealthy, unwanted. America's children.

As the sun began to set, Patrick and I sat on the pier watching the light fade.

"I've had a pretty hard life," Patrick suddenly said, staring at the ocean.

I replied that I knew, although I didn't.

"I don't want to tell you all of it," he said. "I was always made to feel less." He sipped a beer as he sat hunched on the pier, his feet dangling above the water. "My mom hated me," he went on, "because I reminded her of my dad. I always knew she was bad, from the first day I can remember, like when I was 2 years old. She was always doing weird things, like wanting me and my little brother to take a bath with her." He stopped. I said nothing, for I sensed Patrick was trying to tell me what he had never told any other adult.

"She tried to do sexual stuff with us, too," he began again, staring out to sea as if he were addressing the ocean and not me. "To get to bed with her. All through my growing up, she was always trying something with me and my little brother too. She was dating a guy, and she had a girlfriend sleeping in the same bed, running around naked all the time. It makes me sick. My own mother. I've blocked it all out. That's the only way I've survived.

"Then when I was 13, I was sent to live with my grandparents," he said. "They cheated and lied. When I was 15, they sold me to a lady for $500. I ran away. So I never had a real family. I never saw my real father. I was always lonely. I feel like there must be something wrong with me. How come no one ever loved me? I must be bad. I feel like I don't exist because nobody ever *loved* me.

"My mom used to beat me with boards," he continued. "You wouldn't believe some of the stuff she whipped me with. Hot Wheel tracks. And my stepfather? He whipped me 25 times on the back of the legs with a rubber hose. I tried to block it, and I got hit on the hands. I counted every swat. Twenty-five times he hit me. And now he beats my little brother. How can I get even? I *can't* get even. But I'll remember it, believe me."

I asked Patrick if that was why he ran away, because of the beatings.

He looked at me, full of anger, and then he threw his beer can into the sea. He stood. We walked on the pier.

"I didn't want to be a runaway," he said. "I had no place to go. I didn't want to starve. I didn't want to steal. I had nowhere to go."

He stopped and grabbed my arm.

"No one ever helped me," Teach me. Help me! I need help. *Seriously.*"

"I know," I pulled my arm free.

"There's a lot of things I don't know, and I'd like to learn. I want to learn to survive legally," he went on. "I don't have my ID, and I don't know how to get it. I'm willing to learn. I don't want to be a dummy all my life. I don't want to be a bum, because I'm better than that. Do you understand where I'm coming from? I need to know things to survive! I don't know anything. I can barely *read*, to tell the honest truth. My mom never helped me with my schoolwork. They didn't care about me."

I looked at him, his eyes expressing beseechment, pain and deep humiliation. *I can barely read.*

"Patrick," I began, and gave up. I had no answer to give him.

We walked toward the fence separating the parking lot from the beach.

"Don't you think loving is hard?" he asked.

I said nothing.

He glanced at me, and then he declared manfully, *"I never cry."*

With that, Patrick rushed to the fence, climbed it, and like a circus acrobat ran along the top of it quickly — away from me. ■

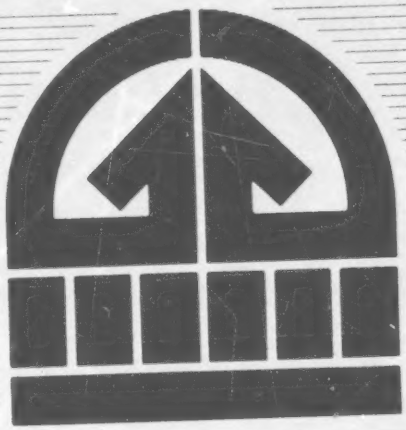
HOW YOU CAN HELP

A national network of shelters for runaways, financed by governmental and private sources, provides temporary housing and food to homeless children. Many, such as The Bridge in San Diego and Shelter Runaway Center in Seattle, are excellent. But The Bridge has eight beds and Shelter has six. Others around the country are similarly equipped to significantly help a growing mass of children in flight.

The shelters need help. You can get in touch with those in your community through the National Runaway Hotline (1-800-231-6946) or the National Runaway Switchboard (1-800-621-4000). Or write the National Youth Work Alliance, Dept. P, 1346 Connecticut Ave. N.W., Washington, D.C. 20036.

MAR 0 8 1982

STATE LEGISLATIVE REPORT



Human Resources Series

RUNAWAY YOUTH: GOVERNMENT RESPONSE TO A NATIONAL PROBLEM

Vol. 7, No. 2 February, 1982

by

Michele R. Magri

An Information Service of the National Conference of State Legislatures
1125 17th Street, Suite 1500, Denver, Colorado 80202. Earl S. Mackey, Executive Director

STATE LEGISLATIVE REPORT

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For further information on State Legislative Report or how to obtain copies, contact Glenn Newkirk or Julie Lochner in Denver at (303)623-6600.

RUNAWAY YOUTH: GOVERNMENT RESPONSE TO A NATIONAL PROBLEM

by

Michele R. Magri
NCSL Youth Services Project

This issue brief on runaway youth details federal efforts in this field, summarizes the service delivery system, and highlights the states' involvement.

HISTORY

Community-based runaway youth programs emerged in the mid-1960's in response to the needs of thousands of youth who left home and were on the move across the country. Concerned with the potential exploitation and victimization of young people while on the streets, the early programs provided neutral ground and protection unconnected with the "established systems." Emergency shelter, food, medical care, and immediate assistance were offered by volunteers, churches, and community groups through these centers.

Runaway programs provided home-like atmospheres and were located in old homes, apartments, or storefronts with open access 24-hours a day. Although their primary objective was to keep youth off the streets, these early shelters made every effort to put youth in touch with their parents and to help them return home.

A humanistic philosophy of youth's rights to self-determination and involvement guided the evolution of these centers. Program staff were committed to the concepts of trust, non-judgmental and supportive interaction, and responsiveness in service delivery to youth and to the needs of the community. Prevention and early intervention were the cornerstones of their work.

By the early 1970's, youth problems had begun to take on new dimensions. For example, the number of delinquency cases brought into the juvenile courts increased from 280,000 in 1970 to 1,112,500 in 1972, and the ratio of cases to the youth population (11 years to 18 years of age) rose from 1.6% to 3.4%.[1] Truancy and school drop-out rates also climbed dramatically. By spring 1972, the issue of runaway youth grew from a collective concern of parents and residents in certain communities to a concern of federal policymakers. Running away had become a common response to family and social pressures, reaching what a Senate Committee in 1973 called "epidemic proportions." The 1976 National Statistical Survey on Runaway Youth estimated that 733,000 young people annually leave home at least overnight without the permission of their parents or legal guardians.

THE EMERGENCE OF FEDERAL LEGISLATION: THE RUNAWAY YOUTH ACT

In the latter part of 1973, the Secretary of Health, Education and Welfare established an Intra-Departmental Committee on Runaway Youth in response to the growing national concern about the problems of runaway youth. Senator Birch Bayh, then the chairman of the U.S. Senate Judiciary Committee, was firmly committed to developing alternatives that would divert runaway youth, labeled as status offenders, from arrest, detention, and involvement with law enforcement and violent offenders. Many runaway program staff members testified before Bayh's Committee that the swelling number of runaway youth had begun to overwhelm their volunteer staffs and limited operating budgets.

As a result of these efforts, The National Runaway Youth Program was initiated under the authorization of Title III of the Juvenile Justice and Delinquency Prevention Act of 1974 (PL 93-415).

The goals of the Runaway Youth Act, as mandated by section 315, are:

(1) to meet the needs of youth during the runaway incident;

(2) to reunite youth with their families and to encourage the resolution of family problems;

(3) to strengthen family relationships and to encourage stable living goals for youth; and

(4) to help youth decide upon a future course of action.

The Juvenile Justice Delinquency Prevention Act has been amended twice since its enactment, expanding the legislative scope of the Runaway Youth Act in two areas. The first set of amendments in 1977 expanded the definition of runaway youth to include the previously unidentified and unserviced population of homeless youth. The amendments also specified that family reunification be encouraged when appropriate--recognition of the fact that many of these youth were homeless because of parental abuse or neglect. The second set of amendments, in 1980, changed the grant funding process to a direct state allocation based on population to ensure services in each state. (See Table 1).

The Youth Development Bureau (YDB), located within the Administration for Children, Youth, and Families, Office of Human Development Services, has administered the Act since its passage. The Act authorizes grants, technical assistance, and short-term training to public and private non-profit agencies within the community. Grants are made to develop and strengthen community-based programs that provide the core services of temporary shelter, counseling, and after-care (follow-up services) to runaway, homeless youth and their families.

These services are provided both directly by the programs and through contracts established with other service providers. In addition to these grants, support is also being provided through the National Communications System, designed to serve as a neutral channel of communication between runaway youth and their families. This system also refers youth to needed services within their communities.

Even with the bipartisan support this legislation received, appropriation difficulties have plagued the program. However, in 1975, the appropriation was set at $5 million, and gradually increased to $11 million in 1978 where it remained through 1981. The appropriation for 1982 has not been without difficulty, as several proposals have been considered by both the Administration and the Department of Health and Human Services, including the incorporation of the Runaway Youth Act into a block grant to the states and the transfer of the programs to the ACTION agency. As of early February, however, the federal Concurrent Resolution, effective through March 1982, sets the appropriation level at $10.5 million. It is anticipated that the program will remain a categorical operation within the Youth Development Bureau of Health and Human Services for FY 83, although a reduced appropriation level may be considered as the Federal role decreases.

IMPORTANCE OF THE LEGISLATION

The Runaway and Homeless Youth Act is regarded as an important social service initiative for several reasons:

(1) Framed within the Juvenile Justice Delinquency Prevention Act, the Runaway and Homeless Youth legislation provides an impetus for the development and expansion of community-based programs designed to serve status offenders. Thus, non-violent, less serious offenders are diverted from the courts and inappropriate institutional arrangements.

(2) It is comprehensive in mandating the integration of the family into a wide network of community-based services designed to meet family needs. It requires attempts at family reunification and stabilization through individual and family counseling, and after-care services.

(3) The Runaway Youth Act provides recognition of the fact that the runaway youth problem is a national and interstate issue.

(4) The Act provides funding to ensure that programs exist in each state. These programs are linked together on a state, regional, and national level, providing a mechanism that assists youth in returning to their families. Acting under authority of the Act, the YDB facilitates and encourages information and resource sharing among the various programs.

(5) The Act provides YDB with the capability to collect data. This collection is the only source of nationwide statistical information on runaway, homeless youth and their families.

(6) Standard model regulations, developed by YDB, provide for program quality and consistency while allowing program flexibility and innovation.

(7) Programs funded by the Act are able to use YDB funds to establish credibility as recognized, federally-funded programs, using such funds as "seed money" to gather additional, broad-based support.

CHARACTERISTICS OF YOUTH SERVED

Why do youth run? There are many explanations for why youths run away from home. Although the research on this topic is fairly recent, the most comprehensive studies stress that runaways are not a homogeneous group, and they examine three environments that constitute most of a youth's life experience: home, peer, and school.

A 1974 study concluded that the interaction of interpersonal, family, and school factors seems to precipitate running away from home. The most often cited factors include the frequency of disruptive family activities, such as frequent moves, parental alcoholism, absence of one parent, little communication in the family, and physical or sexual abuse. Further studies demonstrate a correlation among alcohol abuse, drug abuse, and running away.

In short, it is important to stress that runaway and homeless youth represent two distinct categories: the former who run from a family situation that has the potential for reconciliation, and the latter in which reunification may not be possible because of family indifference.

Runaway Youth Centers are serving six distinct youth populations.

(1)Runaway Youth. Youth who are away from home without permission of their parents or legal guardians.

(2)Push-out Youth. Youth who leave home with parental encouragement.

(3)Throwaways. Youth who leave home with knowledge and approval of parents or legal guardians, and who desire to leave home.

(4)Potential Runaway Youth. Youth who are still living at home but are considering leaving home without permission.

(5)Non-crisis Youth. Youth who are living in an unstable or critical situation, but who are not planning to leave.

(6)Other. Youth who use the projects for various other purposes.

Demographics. The 1979 data base established by YDB reveals that runaways are the largest category (42%), followed by pushouts and throwaways (28%) and non-crisis youth (20%). More females than males run away in each category, with the exception of the push-outs where males predominate. The 14-17 age group represents 83% of the youth served, although programs also serve youth between the ages of 9 and 13 years (13.3%). While 72% of youth served are white/caucasian, minority youth also use these programs (16% black; 6% Hispanic).

Living situations. Of the youth who come to these shelters as runaways, the largest proportion (81.6%) had been living at home. However, the family had been typically (61.7%) headed by a single parent or stepparent.

Referrals. Youth come in contact with the runaway centers through a wide variety of referrals. The majority (19%) refer themselves for services. However, the police, courts, probation, and other juvenile justice agencies initiate 27% of all referrals--indicating that these programs, as a result of the implementation of deinstitutionalization laws, are serving as alternative service programs for status offenders. Protective services, mental health, and other public or private agencies account for 21% of the total referrals, demonstrating that these programs fill community service gaps.

PROGRAM DESCRIPTION

It is important to note that the 169 programs funded by the Runaway Youth Act do not constitute all of the runaway youth service programs in the country. The YDB programs, however, offer a successful demonstration effort which can be viewed as a model.

Runaway youth centers are diverse in terms of structure, ranging from free-standing emergency shelters to multi-purpose youth service agencies. Some have developed in response to specific community needs, while other programs have been selected as demonstration-sites to test their ability to deal more comprehensively with numerous youth problems. Examples of such problems include teenage pregnancy, school drop-outs, prostitution, youth employment, and adolescent abuse.

Despite this diversity, some common denominators exist in terms of key service components for all runaway youth programs. (All services are provided at no cost and have no eligibility requirements.) Emergency shelter is the cornerstone of the runaway program. Temporary housing is provided at the client's request on a 24-hour, 7-day-a-week basis through residences maintained by the programs, or through temporary foster homes, "host homes," and other community-based resources.

Crisis intervention counseling is another key component that assists the youth in thinking about family dynamics and the reasons for running away. This service attempts to avoid a breaking point in family communication and encourages family reunification. Other key services include outreach, information and referral, medical assistance, legal services, transportation, placement, advocacy, and after-care services. In addition to providing services directly, the projects have established solid working relationships with other institutions in the local communities, including welfare departments, juvenile justice agencies, social services programs, schools, police, and other runaway programs and crisis intervention units.

In a 1979 study, a sample of YDB funded runaway youth programs revealed that programs were operating highly complex and diversified service programs. In fact, the average YDB grant provided funding for less than half the cost of these programs. Other funds used by the programs included contracts from the Office of Juvenile Justice Delinquency Prevention, National Institute of Mental Health, Title XX, state agencies, local

agencies, and private foundations. (See Table 2.) A cost analysis demonstrated that the projects generated an additional $3,000 worth of resources per month through the use of volunteers, donated resources, and in-kind services.

THE STATES' RESPONSE

The states have entered this arena by providing services to runaways, homeless youth, and their families through a variety of techniques, including specific legislation, line-item appropriations in general fund categories, and purchase of service contracts on the local level.

Because state involvement is a fairly recent activity, this section of the report is limited in scope and offers only a sample of state involvement. Further research in this area will continue through NCSL's Youth Services Project.

State Legislation. To date, New York, is the only state to have passed specific legislation related to runaway and homeless youth. Two key factors played a role in the legislation's development. (1) In 1976, Assemblyman Howard Lasher, chairman of the Assembly's Child Care Committee, held hearings to examine New York's runaway problems in light of the federally funded runaway youth programs which he perceived as useful. (2) Also in 1976, the state moved to keep status offenders out of institutions in order to comply with the Juvenile Justice Delinquency Prevention Act. Through joint hearings, committee members, police officers, and community groups developed a consensus that the best way to deal with runaways was through treatment rather than detention.

Passed in 1978, New York's law follows the Federal Runaway Youth legislation, and is administered by the Division of Youth. The statute clarifies the legal status of runaway youth and establishes both procedures and funds to expand services through the development of new programs. This provision restricts support to existing federally funded programs.

Ohio has passed legislation, HB440, that balances the goals of fair treatment for youth and protection for the public. (See "Juvenile Justice in the States: Which Way is it Heading?" State Legislatures, January, 1982, pp. 19-24.) Administered by the Division of Youth, this legislation created a two-part, formula-based grant of state aid to counties. The grants may be used to support prevention, diversion, diagnosis, counseling, treatment, foster care, and rehabilitation programs for "alleged or adjudicated unruly or delinquent children, or children at risk of becoming unruly or delinquent." The juvenile courts and county commissioners jointly establish an annual plan of services needed at the local level.

Following an unsuccessful attempt to obtain line-item appropriation from the U.S. Department of Health and Human Services, Wisconsin passed legislation that earmarks Title IVB (the Federal Child Welfare Program) funds for runaway youth programs. For each of the next two years, $100,000 has been made available to support existing federally-funded programs. This funding replaces lost federal appropriations. Additionally, the law provides $100,000 per year for a two-year period to nonfederal programs that serve runaway youth as a portion of their overall client population. The selection of the Title IVB legislation as a potential revenue source for runaway youth programs was appealing to the legislature and to runaway programs, because the money remains administered by a state agency.

Connecticut has taken a unique approach in passing a no-cost bill that sets a framework within which the family may be considered in need of services. This law grew out of Connecticut's efforts to deinstitutionalize status offenders.

Florida, which last year created a $307,000 line-item appropriation for runaway youth programs to replace lost federal dollars, also appointed an interim committee on status

offenders within the Senate Judiciary-Criminal Committee. The committee is expected to recommend a state-local partnership in providing services to runaway youth. Legislation is being proposed in both the Florida Senate and House for shelter programs, with the state share used to purchase beds and support one-half of the operating costs of these programs.

Maryland has demonstrated its support by calling for a "sole source" 33% across the board increase to runaway youth programs. The Governor, whose approval is required, is expected to support this action.

Other State Action. Several states have responded to federal cutbacks in funding for runaway youth programs and to arguments for the cost-effectiveness of these programs by providing line-item appropriations. These states include Wisconsin, Maryland, Minnesota, California, Vermont, Florida, Ohio, and Hawaii. Other options for state support that will require review and study include: using state-formula Office of Juvenile Justice Delinquency Prevention grants; using funds available under the Social Services Block Grants; and creating various pass-through mechanisms from the state to local level that could result in purchase-of-contract services or fee-for-service reimbursements.

FOOTNOTES

[1] JUVENILE COURT STATISTICS, Office of Youth Development, 1972, p. 415.

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TABLE 1

RUNAWAY AND HOMELESS YOUTH CENTERS
FY '81 ALLOCATIONS BY AREA

AREA	ALLOCATION	NUMBER OF PROGRAMS
Alabama	$179,484	2
Alaska	23,445	1
Arizona	120,336	2
Arkansas	101,980	2
American Samoa	2,040	0
California	990,222	18
Colorado	127,475	6
Connecticut	130,534	3
Delaware	26,515	1
D.C.	26,515	2
Florida	354,889	6
Georgia	247,810	4
Guam	9,178	0
Hawaii	43,851	1
Idaho	46,911	1
Illinois	514,997	5
Indiana	253,929	4
Iowa	130,534	2
Kansas	102,999	2
Kentucky	166,227	1
Louisiana	205,999	2
Maine	50,990	2
Maryland	182,543	4
Massachusetts	241,692	6
Michigan	435,453	6
Minnesota	185,603	2
Mississippi	128,494	1
Missouri	214,157	4
Montana	37,732	1
Nebraska	71,386	2
Nevada	32,633	1
New Hampshire	40,792	1
New Jersey	318,176	5
New Mexico	64,247	1
New York	756,689	10
North Carolina	256,989	3
North Dakota	30,594	1
Northern Marianas	1,020	0
Ohio	491,542	6
Oklahoma	129,514	3
Oregon	111,158	2
Pennsylvania	495,621	7
Puerto Rico	205,999	2
Rhode Island	38,752	1
South Carolina	143,791	1
South Dakota	32,633	1
Tennessee	198,860	3
Texas	651,650	12
Trust Territories	10,198	0
Utah	80,564	1
Vermont	22,436	1
Virginia	229,454	3
Virgin Islands	6,119	0
Washington	174,385	7

West Virginia	85,663	2
Wisconsin	214,157	4
Wyoming	22,436	2
TOTALS		
57 Areas	$11,456,390	173

SOURCE: Federal Register, Feb. 24, 1981, Part VII, Department of Health & Human Services, Office of Human Development Services, Runaway & Homeless Youth Program; Availability of Financial Assistance.

TABLE 2

RUNAWAY AND HOMELESS YOUTH PROGRAMS REPORTING "OTHER SOURCES OF INCOME"+

SOURCE	PERCENT OF PROGRAMS REPORTING
FEDERAL FUNDING	
Youth Development Bureau	44.7%
Law Enforcement Assistance Administration/ Juvenile Justice and Delinquency Prevention Act	14%
Comprehensive Employment and Training act	24%
National Institute on Drug Abuse	7%
National Institute on Alcohol Abuse	5%
National Center on Child Abuse and Neglect	31%
Title XX of the Social Security Act	21.5%
STATE FUNDING	
Dept. of Public Welfare/Social Services	34%
Dept. of Children and Youth	15%
Dept. of Mental Health	12%
State Criminal/Juvenile Justice Commission	11.5%
CITY/TOWN/COUNTY PRIVATE FUNDS	
United Way	40%
Junior League	3%
Foundations	18%
In-Kind Services	8%
Organization/Business/Corporation	12%
Churches/Dioceses	12%
YMCA/YWCA	8%
Membership Drives/Donations/Volunteers	30%

+ 148 programs reporting

SOURCE: FY 1981 Annual Report to the Congress on the Status Accomplishments of the Centers Funded Under the Runaway Youth Act; U.S. Dept. of Health & Human Services, Office of Human Development Services, Administration for Children, Youth & Families, Youth Development Bureau.

This issue brief was made possible through a grant from the Youth Development Bureau, Department of Health and Human Services, Office of Human Development Services. Contract #90CY308/01

YOUTH SERVICES PROJECT

PROJECT OVERVIEW

In September, 1981, the Youth Development Bureau (YDB) in the U.S. Department of Health and Human Services entered into a cooperative agreement with the National Conference of State Legislatures (NCSL) under which NCSL would provide information assistance to the nation's state legislatures. The goal of the NCSL's Youth Services project is to support the decision-making capacity of state legislatures in the area of youth services. In addition, this project complements the program activities currently underway through the YDB-funded Coordinated Networking Projects. These youth services networks deliver services at both the state and local levels, and have successfully created formal linkages to state, local, public, private and voluntary agencies. Their program experience will provide much of the technical expertise for this project.

The project will focus on a broad range of youth services policy issues including runaway and homeless youth and their families, child abuse and neglect, substance abuse, juvenile justice (status offenders and non-institutional arrangements), and foster care.

PROJECT OBJECTIVES

The project has three primary objectives:

(1) to share interdiciplinary information on services for vulnerable youth with state legislatures, state and local government agencies, and private and voluntary organizations;

(2) to provide linkages between programs serving vulnerable youth and the state legislatures; and

(3) to establish a mechanism for systematically gathering and disseminating information on exemplary, cost-effective, and replicable models for delivering services to vulnerable youth.

PROJECT IMPLEMENTATION

The project will be carried out through:

*General resource information assistance on youth services. NCSL maintains files of state activity concerning youth services and requests that state legislators and legislative staff send bill copies, updated information and relevant reports and articles on this subject to our Denver office c/o Michele Magri.

*On-site technical assistance to state legislatures. Formal assistance may take the form of expert testimony during pertinent hearings, while less formal assistance may include briefing meetings with legislators and legislative staff.

*A quarterly issue brief, feature article, and legislator's guide. These publications will provide general and specific information on youth services.

*Concurrent session on youth services at the 1982 NCSL Annual Meeting. Federal, state and local representatives will discuss intergovernmental cooperation and model programs necessary to meet the needs of youth and their families.

PROJECT STAFF

The project manager is Michele R. Magri, who may be contacted in NCSL's Denver office at (303) 623-6600.

[From the State Legislatures, May 1982]

Michele Magri

The problem of runaway youth was first addressed by local communities and later by the federal government. Now the states are taking a more active role.

Runaway Youth and the States

☐ Brenda, a 16-year-old Midwesterner, was sexually involved with her stepfather for years. When her mother discovered this, she told Brenda to leave and never return.

☐ Tim, a 16-year-old, middle-class youth in Ohio, got into a prolonged argument with his father over Tim's refusal to cut the grass. The father ordered him to leave the house and later refused to take him back.

☐ An American Indian couple, both alcoholics, decided to split up and each insisted that the other take responsibility for their 14-year-old daughter, Barbara. Neither agreed to keep her, so Barbara wound up living in cars and vacant buildings in Minneapolis.

These vignettes offer a wrenching glimpse into the lives of the estimated one million troubled youth who each year run away from home. These are America's pushout and throwaway youth: abandoned, neglected and abused by their parents.

Life on the streets quickly destroys any illusions these youth may have held. As they slammed the front door. Hungry, broke, alone, and seeking to escape from parental abuse or indifference, they soon discover that street life brings only further victimization.

Such youth are easy prey for adult exploitation. Many will turn to prostitution when they tire of sleeping in doorways. Some continue drug and alcohol habits which may lead them into petty crime to support their activities. Still others will get caught up in serious organized crime as "gofers" or actual participants in exchange for food and shelter.

Many experts believe there is a cyclical process from abused child to runaway to prostitute to juvenile delinquent. It is a problem that may get worse before it gets better, as economic conditions stretch family assistance resources and capabilities to the limit.

The first runaways to command national media and public attention were the "flower children" of the 1960s. They were sometimes portrayed as romantic seekers of experience and community, but the reality of their lives was often harsh. In response to their need for emergency assistance, community-based runaway youth shelters began to emerge. Shelters offered food, medical care, and protection outside of "established systems" which viewed these youth with suspicion and distrust. Although their primary objective was to keep youth off the streets, these early shelters made every attempt to put youth in touch with their families and to help them return home.

By spring 1972, the issue of runaway youth had grown from a collective concern of parents and residents in certain communities to a concern of federal policymakers. Running away had become a common response to family and social pressures, and had reached what a Senate Judiciary Committee in 1973 called "epidemic proportions." The swelling number of runaway youth had begun to overwhelm the volunteer staffs and limited operating budgets of available programs. In response to growing national concern, the National Runaway Youth Program was initiated under the authorization of Title III of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 (Public Law 93-415). (For a history and description of this legislation, see page 22.)

At the heart of the JJDP act is the issue of how to remove status offenders—youth who have committed acts that would not be considered criminal if committed by adults—from involvement with law enforcement and the juvenile justice system. In order to participate in the act and receive federal funding for a variety of juvenile justice programs, states are required to comply with the act by mandating de-institutionalization of status offenders. Title III of the act, which is administered separately by the Youth Development Bureau (YDB) within the Department of Health and Human Services, is the federal instrument for developing community-based alternatives for runaway youth.

In response to this federal initiative, there has been an extraordinarily high level of state legislative activity in the juvenile justice area in recent years. During the last decade, three-quarters of the states have either enacted entirely new codes or made substantial modifications in existing codes affecting children and youth, or both.

The revision of state codes has centered on two main issues: how state services should be organized for effective service delivery, and how youth should be classified or labeled to receive services. The second is a heated issue in the states. The heart of the controversy is a jurisdictional question: whether non-criminal behavior—of which runaways are one example—should be handled in juvenile court where legal mechanisms are used, or by the state child welfare system which emphasizes treatment.

The problem of status offenders still confronts both the juvenile justice system and the social service delivery system. More than 250,000 arrests for status offenses are recorded each year and, although the number of status offenders in secure detention has dropped dramatically from 200,000 in 1975, nearly 50,000 youth were still detained last year.

The key issue is not the mix of funds available to support programs for runaways, but the nature of the state delivery system to youth and their families.

Each day thousands of runaways enter the doors of what are generically referred to as runaway youth programs. Many young people (19 percent) refer themselves for services, having learned of a center from another runaway while on the street, from the program's outreach efforts or through the National Communication System, a toll-free hotline connecting runaways, parents and programs. But the police, courts, probation and other juvenile justice agencies initiate 27 percent of all referrals, indicating that these programs are serving as alternative service programs for status offenders. Protective services, mental health, and other public or private agencies account for 21 percent of referrals, demonstrating that these programs fill community service gaps. Some experts have referred to these youth as the "system spillovers," youth who have become entangled in the web of juvenile justice and child welfare systems and whose needs continue to go unmet.

The Youth Development Bureau has established 169 runaway youth programs nationwide. Although these programs do not constitute all of the runaway youth programs in the country, the YDB programs, however, can be viewed as a sucessful model. In 1981, through YDB efforts, 133,000 youth received services on a one-time drop-in basis; 45,000 received more extensive services, and the National Communication System handled 200,000 calls from youth and their families.

Runaway youth centers are diverse in terms of structure, ranging from free-standing emergency shelters to multi-purpose youth service agencies. All programs provide the core services, mandated by the Runaway Youth Act, of emergency shelter on a 24-hour, 7-days-a-week basis, counseling, and after-care (follow-up) services to runaway and homeless youth. Program staff members work closely with the family, notifying the family within 72 hours of their child's whereabouts.

The Runaway and Hon eless Youth Act

The Runaway and Homeless Youth Act, Title III of the Juvenile Justice Delinquency Prevention Act (PL 93-415), was established in 1974.

The goals of the Runaway Youth Act, as mandated by section 315, are as follows:

(1) to alleviate the needs of youth during the runaway episode;

(2) to reunite youth with their families and to encourage the resolution of intrafamily problems;

(3) to strengthen family relationships and to encourage stable living goals for youth; and

(4) to help youth decide upon a future course of action.

The Youth Development Bureau (YDB), located within the Administration for Children, Youth, and Families, Office of Human Development Services, has administered the act since its passage. The act authorizes the provision of grants, technical assistance, and short-term training to public and private, non-profit agencies located within the community. Grants are made for the purpose of developing and/or strengthening community-based programs, which provide the core services of temporary shelter, counseling and after-care (follow-up services) to runaway or otherwise homeless youth and their families.

In addition to these project grants, support is also being provided through the National Communication System, designed to serve as a neutral channel of communication between runaway youth and their families and to refer them to needed services within their communities.

The appropriation for 1982 has not been without its difficulty, as several proposals have been considered by both the Administration and the Department of Health and Human Services, including the incorporation of the Runaway Youth Act into a social service block grant to the states with nearly a 40 percent reduction from the current level of $10.2 million. It is anticipated that the program will remain a categorical operation within the Youth Development Bureau of Health and Human Services for FY 1983.

The Runaway Youth Act is regarded as an important social service initiative for several reasons:

(1) Framed within the Juvenile Justice Delinquency Prevention Act, the runaway youth legislation provided an impetus for the development and expansion of community-based programs designed to serve status offenders. Thus, non-violent, less serious offenders have been diverted from the courts and inappropriate institutional arrangements.

(2) It is comprehensive in mandating the integration of the family into a wide network of community-based services designed to meet family needs. It requires attempts at family reunification and stabilization through individual, family counseling, and after-care services.

(3) The Runaway Youth Act provided recognition of the fact that the runaway youth problem was a national and interstate issue.

(4) The act provided funding to ensure that programs exist in each state. These programs are linked together on a state, regional, and national level, providing a mechanism which assists youth in returning to their families. Acting under the authority of the act, YDB facilitates and encourages information and resource sharing among the various programs.

(5) The act provided YDB with the capability to collect data. This collection is the only source of nationwide statistical information on runaway and homeless youth and their families.

(6) Standard model regulations, developed by YDB, provided for program quality and consistency while allowing program flexibility and innovation.

(7) Programs funded by the act were able to use YDB monies to establish their credibility as a recognized federally funded program, using such funds as "seed money" to gather additional, broad-based funding.

Then begins the hard work of attempting to bring about family reconciliation. Program staff increasingly finds that these youth run from two distinct types of homes and families: one which has the potential for reconciliation and the other in which reunification may never be possible because of parental abuse or indifference.

Although the YDB initiative has molded the core structure of the runaway youth program, individual programs have been the primary source of innovation in service delivery design. For example, Diogenes Youth Services in Sacramento, Calif., has developed a program assessment and evaluation tool, the Standard and Peer Review Process (SPRP). It is a two-phase model. The first phase involves a self-assessment by the program, and the second phase consists of on-site peer reviews by trained agency directors and line staff. Based upon four years of work and a set of six youth services standards with over 200 guidelines, SPRP is a cost-effective certification system with the potential to assist states in monitoring and licensing practices.

The Bridge, a Boston program, is renowned for its street outreach work. In addition to street counselors, the Bridge provides a roving medical van staffed by volunteer doctors who provide immediate medical assistance to runaways while providing information on the project's services. Similar examples of innovation may be found in Denver, Cincinnati, and numerous other cities across the country.

While the federal Runaway and Homeless Youth Act continues to be the backbone of runaway youth programs, the states have entered into the service delivery arena.

To date, New York is the only state to have passed specific legislation related to runaway and homeless youth. Passed in 1978, New York's law models the federal Runaway Youth Act, and is administered by the Division of Youth. The statute clarifies the legal status of runaway youth. It also establishes and coordinates procedures and funding mechanisms to expand services through the development of new programs.

This year, New York's Runaway and Homeless Youth Act is being reconsidered. Representative Al Van, chairman of New York's Child Care Committee, said that "even with this existing legislation, we have not been able to solve the overall problem. The runaway problem has been reduced, but the problem of homeless youth seems to be on the increase." In New York City alone, 2,480 runaways and over 3,000 homeless youth were identified last year.

Several states, including Vermont, Florida and Hawaii, have responded to federal cutbacks in funding for runaway youth programs and to arguments for the cost-effectiveness of these programs by earmarking state funds to support programs. State Senator Peter Smith of Vermont, who was one of the key sponsors of this type of effort, believes the state role of support is "the only way to integrate these programs into the community's consciousness."

Wisconsin passed legislation this year that specifically earmarks Title IVB (the federal child welfare program) funds for runaway youth programs. For each of the next two years, $100,000 has been made available to support existing federally funded programs. This funding replaces lost federal appropriations. Additionally, the law provides $100,000 per year for a two-year period to non-federal programs that serve runaway youth as a portion of their overall client population. The selection of the Title IVB legislation as a potential revenue source for runaway youth programs was appealing to the legislature and to runaway programs because the money remains administered by a state agency.

Michigan has supported services to runaway youth for the last eight years, providing funds for emergency shelter through the state Department of Social Services. It has utilized federal funds from the Juvenile Justice and Delinquency Prevention Act to develop community-based programs to keep status offenders out of detention facilities. According to Judy Martin of the House Democratic research staff, "The program does work beautifully," but she fears that the loss of federal support will destroy years of effort in gaining the support of juvenile court judges who have come to understand the importance of these programs. It would also mean the collapse of the community-based system that has been established to serve status offenders, as Michigan is a state in severe financial straits and additional state support is unlikely.

Illinois is one state that is moving toward an integrated, comprehensive aproach rather than a set of categorical responses.

As the federal role and support decreases, state support is vital to the preservation of these programs. Perhaps the key issue, however, is not the mix of funds to support programs for runaways, but rather

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cal response, according to Greg Coler, director of the Illinois Department of Child and Family Services. Since 1978, Governor James R. Thompson and the General Assembly have worked toward reorganizing the state's youth services delivery system.

State Senator Aldo DeAngelis, announcing at a news conference with co-sponsors Senators John D'Arco and Ken Buzbee a bill to accomplish the reorganization, said he believes that the legislation will receive bipartisan support because "it lets communities develop their own systems for dealing with troubled adolescents . . . with the state playing a supportive planning and monitoring role."

In all likelihood, this reorganization will take place in 1982. The intent of the reorganization is to consolidate what Peter Digre, deputy director of the recently created Division for Youth and Community Services, calls the "crazy quilt of categorical programs that have nothing to do with each other, and yet, we're all serving the same kids." In redefining the Illinois state system, Digre explained, "Our goal is to turn everything over to the communities and, in effect, get the state in the position of being a planning, coordinating, standard-setting, and monitoring body."

The division's primary mechanism for consolidation was through a unique "request for proposal" process, which offered incentive grants to local communities to demonstrate their ability to pool all youth services and resources together into one coherent system under one single lead agency. This was not an easy coordination effort as these services (which include mental health, drug treatment, employment, juvenile justice diversion programs, child welfare, and programs for status offenders and runaways) have traditionally operated in solo fashion on the local level.

The requirements were stringent. The service delivery system had to be defined; inter-agency agreements had to be established with every service provider in the system; agreements had to be made to serve all youth who typically enter the juvenile justice and child welfare system; and the juvenile court judges, police, and child welfare field office had to approve the local plan.

The results have been gratifying. The community response was overwhelming, with 52 strong proposals from lead agencies, ranging from Catholic charities to mental health centers to the Junior League—enough to set up programs in one-half of the state when only 18 could be funded. "We have tapped the mother lode of community interest," said Digre.

What the state is buying is not just simple replication of existing programs, but the glue to hold these services together through community case management. Without such a mechanism, children and their families "fall through the cracks" of perhaps a well-meaning but unresponsive maze of community services.

This model of grant-in-aid from the state to the local level provides additional advantages over the more traditional purchase-of-service contracts, which are based on unit costs and eligibility requirements (i.e., one hour of counseling for one income-eligible client). That method complicates both service delivery and administration for community-based programs. For example, the number of runaway youth needing crisis intervention services is difficult to project during any particular month. Additionally, local reimbursement may be based on the classification of children served, and it may not be in the best interest of a child to be run through a court system so that he or she can be reclassified as "dependent" in order to receive services. Cash-flow problems result for agencies that fail to meet the established units of services.

While the grant-in-aid system raises the issue of accountability, the Illinois model, which blends both systems—the high accountability of purchase-of-service contracts with the flexibility and evenness of cash-flow of the grant-in-aid system—offers the best of both worlds.

With the decreasing availability of local, state and federal dollars, the need for a more effectively designed service delivery system for youth and their families has become apparent at every level of government. The growing imbalance between increasing needs and limited fiscal resources almost guarantees either severe restriction of available services or extensive planning for a more effective and efficient service delivery system.

The model being implemented in Illinois may provide an attractive compromise for states wrestling with the delivery of services to youth and their families in the 1980s.

***Michele R. Magri** is manager of NCSL's Youth Services Project.*

Runaway Youth

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the nature of the state delivery system to youth and their families. The problem is that "categorical" funding restricts and fragments service delivery, and tends to treat individual symptoms, while "comprehensive" funding responds to the multiple needs of youth and allows for a continuum or "package" approach to service delivery.

Illinois is one state that is moving toward an integrated and comprehensive approach as opposed to a categori-

[From the News and Observer, Carolina, Raleigh, N.C., June 7, 1982]

Public brings trouble to havens for the troubled

By CURTIS AUSTIN
Staff Writer

Rain had washed away the tire marks outside the house. But indelible memories of the mystery car remained.

"It went on for about five minutes," said Mike, a 15-year-old living in Haven House Inc.'s shelter at 28 Shepherd St. in West Raleigh. "Some guy kept speeding around the block and screeching his brakes to a stop in front of our house. Then he just left."

It has been that way for the past month. Curious onlookers — in cars and on foot — have paraded by the home for troubled teenagers where Mike and three other youths live with teaching parents.

The problem is typical. Across North Carolina, neighborhood homes for disturbed, violent or retarded people frequently are met with curiosity or opposition by nearby residents.

A community group in Winston-Salem is protesting a home for mentally handicapped children. Last year, a North Raleigh community lost an appeal in the state Supreme Court to block establishment of a home for retarded adults.

A home outside Knightdale was destroyed by fire in August 1980 before it could be converted for similar use. Authorities said the fire was deliberately set.

"It's fear," said Richard C. Parker, chief of adult services for the state Department of Human Resources' Mental Health Services Division.

"I think people have a fear of the unknown — of people they're not sure they understand moving into the community."

Carlie, a 15-year-old resident of the Shepard Street shelter, said last week that "people have a bad impression about the place."

"I wish everbody could see how clean the place is," he added, glancing out the window at the back yard he cleaned an hour before.

Carlie is the new kid in the three-story brick house, in a neighborhood near N.C. State University. He moved in about nine weeks ago — a month before Raleigh's latest outcropping of concern over the shelters.

A decision by Haven House's board of directors to open a similar home at 702 Dixie Trail, also in West Raleigh, brought a storm of questions and protests from neighbors there.

Haven House has since decided to use the Dixie Trail house only until it can sell it and buy one elsewhere. The decision came shortly after neighbors presented more than 100 signatures to the Raleigh City Council objecting to the proposed group home.

But across the street from Haven House's Shepherd Street shelter, a resident said she had no complaints.

"It's not a detriment to the neighborhood," said Lynne D. Peters, who has lived at 29 Shepherd St. for 1½ years. "I feel comfortable," she added, recalling the Christmas open house held for the community at the shelter last year.

Three houses up, Wayne Amick, who has lived at 34 Shepherd St. for four years, said he didn't even know the shelter was there.

"I've never had any trouble," he said last week. "It's a good neighborhood."

Haven House has leased the Shepherd Street home since September 1975. The non-profit, government-financed organization was established a year earlier, when it opened a home for girls at 101 Horne St.

Last year, it established Wrenn House, a shelter for runaways at 605 W. North St.

Besides the two homes operated by Haven House, Raleigh has three other group homes for troubled teenagers: the privately run Methodist Home for Children on Glenwood Avenue and two operated by the county, Wake House and Ivy House. Residents are referred by the courts, schools, mental health authorities or parents.

Michael J. Rieder, Haven House's executive director, said the recent controversy had made the Shepherd Street teens "feel like they're in a fishbowl." Last week, though, they tried to forget. One of the residents, 17-year-old Thomas, was having a birthday.

As always, the daily chores had to be done first. Carlie was in charge of cleaning the back yard for the week, and Mike, 15, had kitchen duty. Chris, 14, had to set the table and clean the living and dining rooms, while Thomas' job was to clean the bathroom, halls, stairs and study room.

The youths' two teaching parents, Anita Jones and Walter And-

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Peering, protesting public brings trouble to havens for the troubled

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erson, explained that house chores are part of the program to help the youngsters adjust to family living.

While Carlie talked, Mike put the finishing touches on dinner. Cooking wasn't Mike's strong point. And after three weeks in the kitchen, he was hoping that his dinner of fish sticks, chicken, salad and rolls would impress the teaching parents enough so he could change duties the next week.

Jones

The meal was ready, and the teenagers and teaching parents filtered into the dining room. At Haven House, the parents live in throughout the week. On weekends, an alternate provides them with some time off.

Movies dominated the dinner conversation. A member of Haven House's board of directors recently took the youths to see "Conan the Barbarian." Chris was relating one of the movie's gory details when a stranger walked past the house, staring inside.

Before the meal was over, the stranger had stopped and peered at the house three times. The third time, she brought a companion.

An across-the-table remark by Carlie, the house rookie, that the parents considered "inappropriate" brought a loss of points. At Haven House, points can be won or lost according to behavior.

Ms. Jones explained that the point system is part of the shelter's incentive program. Such privileges as watching television, participating in group activities or using the smoking chair — the only place in the house where the teenagers can smoke — are won or lost through points.

An hourlong study period followed, and then Mike and Chris lured Thomas to the basement for a game of pool. The teaching parents needed time to prepare Thomas' birthday surprise.

"You got to act surprised," Mike advised Thomas in the basement, "like I did on my birthday."

Everyone was called back upstairs, and Thomas feigned astonishment as he surveyed the dining table where a cake and cards were displayed. One of the shelter's volunteer tutors looked on.

Thomas opened the cards and counted his loot. "I've got $28 and a pack of Mores," he beamed, raising his fists in victory. "Let's go to New York."

At the daily family session after the party, the teenagers discussed their personal feelings and problems. Chris explained what Haven House had done for him.

"This is paradise," he muttered softly. "The courts wouldn't let me go home. In the training school, you're not taught to deal with society. But you've got freedom to grow here." Chris said the point system was curing him of his problem temper.

Mike said he hoped his ninth month at the shelter would be his last. Things had improved at home. "I'm hoping Mom will pull me out soon," he said.

Carlie, misunderstanding a question, revealed his feelings about the shelter. "Where's home for me? I'm not sure — here I hope."

All the youths said they felt the public's fear of group homes was unwarranted. Earlier that day, Parker, of the Mental Health Services Division, agreed.

Parker said in his eight years with the division, he could not recall one incident of violence caused by group home clients.

Much of the community uproar that the homes initially evoke dies down after they are established. The "fear of the unknown" dissolves when the community becomes more educated about group homes, he added.

Parker said that for many of the residents, the group homes provide the only alternative to institutional living — a chance to be treated in a normal setting.

"I wish they'd leave us alone," Thomas said at the family session. "We're not bothering anybody. ... All we want is a chance."

on the run

U.S. Department
of Transportation

**Federal Railroad
Administration**

**A Guide for
Helping Runaway
Youth in Transportation
Centers**

on the run

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Preface

In response to the President's Proclamation designating 1979 as the International Year of the Child, the Federal Railroad Administration, an agency of the United States Department of Transportation, retained Arthur D. Little, Inc. to produce this document that provides information and guidance to transportation centers in coping with the problem of runaway youth. Every year thousands of youngsters pass through transportation centers in running away from home. These youth are often alone, confused and personally vulnerable. The various components of the transportation system have the opportunity, and the obligation, to provide these youngsters with alternatives to the all too common result of exploitation and injury.

This booklet profiles a number of successful programs currently in existence that provide choices to youngsters who are wrestling with emotional and social pressures associated with running away.

The information contained in the following pages will enable state and local governments, private organizations, or other interested parties to understand and cope with this increasing problem. Such an understanding would provide the basis for improving existing programs or developing programs where none are available. Emphasizing the transportation system as a potential remedy rather than the vehicle by which the problem is perpetuated offers the opportunity for innovation, awareness, and responsiveness in addressing a most critical situation.

I would also like to take this opportunity to thank those representatives at the various programs outlined in this document for their time and effort in providing vital information for this project.

John M. Sullivan
Administrator
Federal Railroad Administration

In memory of Robert F. Coll, who was instrumental in getting this project started—he realized the problems encountered by runaway youths and the need for a study on how transportation centers can recognize and help youth on the run.

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Introduction

Youth are running away from home in alarming numbers. Many are using buses and trains to travel to unfamiliar cities and towns. What may promise to be an escape from serious problems at home or school, and offer a bit of adventure, often turns into a tragic trap from which the youth cannot escape. Presently, few programs are designed to assist these youth in and around transportation facilities. Existing programs that address this issue employ a variety of approaches and methods to reach these youth, while they all aim at reducing the human, facility, community, and social costs associated with runaways. This brief study was undertaken to determine what types of problems exist and what is being done to assist runaways. The problem is serious and too little is being done about it. It is sincerely hoped that the information in this document will assist concerned individuals, communities, and organizations begin or enhance efforts that will help runaway youth beset by problems largely beyond their control.

The first four sections of this document discuss the numbers and types of runaways and illuminate the problems presented by youth using buses and trains to run away from their homes. Specific characteristics and behavior of runaways are outlined to assist in the design of efforts for identifying and assisting runaways. A brief discussion of what can be done in this area follows.

The fifth section highlights some of the elements of each program which contribute to their success. Also, recommendations for establishing and maintaining programs are presented.

The sixth section consists of detailed case studies of four separate programs that address the problem of runaways in and around bus stations. An extensive nationwide search did not find any programs in and around train stations designed to work solely with runaways. Information presented is intended to inform the reader of what is involved in initiating and maintaining an effective program.

Finally, a directory of organizations familiar with the problems of and programs for runaways in and around transportation centers is included. These organizations are valuable sources of information.

Material for this booklet was gathered from extensive surveys and studies of youth, interviews with youth service experts, and on-site visits to the programs. Published sources of information included the *National Statistical Survey*, by Opinion Research Corporation, a subsidiary of Arthur D. Little, Inc.; *Runaways, Illegal Aliens in Their Own Land: Implications for Service* by Scientific Analysis Corporation; *The Incidence and Nature of Runaway Behavior*, by Behavioral Research and Evaluation Corporation; and *The Social Psychology of Runaways*, by Brennan et.al. Lexington Books.

The Scope of the Problem

An estimated one million children run away from home every year and the problem seems to be getting larger. Although our youth population has been decreasing, it appears that the runaway rate has been increasing relative to the total youth population. FBI Uniform Crime Reports, police missing persons records, and records of youth serving programs such as runaway shelters show a steady increase in the numbers of youth who run away from home.

Many of these youth put great distances between themselves and their homes. A national survey of homeless youth revealed that about 18 percent ran more than 50 miles from home. The same study showed that at least 10 percent used either a bus or a train in running away. If this random sampling is representative, then out of an estimated 1 million runaway youth, as many as 100,000 may be using buses and/or trains to leave home. Youth who run away from home are susceptible to exploitation by strangers, violence by others, crime, drugs, and prostitution. Some transportation centers have become convenient recruiting grounds for pimps who lure young girls and boys into prostitution and others who offer room and board to children in exchange for sexual favors.

Significant numbers of runaways either pass through or end up in transportation centers and thus are susceptible to such exploitation. For example, the New York Port Authority's special Youth Services Unit has contacted over 3,700 runaways in the Port Authority Bus Terminal in its last three years of operation. Roughly 2,500 of these lived outside of New York City with as many as 555 youth coming from states outside of New York, New Jersey, and New England. Recent figures indicate that the number of runaways identified in the bus terminal is steadily increasing.

The Costs of Running Away

Running away is a costly experience for the child, the community, and the transportation facility. The price a child risks paying in terms of physical and psychological harm when he or she runs away from home is very high. The following story of "Sally Strauss," a teenage runaway in Los Angeles, illustrates what can happen to runaways.

"Sally Strauss" (not her real name), a teenager from northern California, is typical of the runaways encountered by programs assisting runaways in many California cities. She grew up in a small, rural town with three brothers and sisters and parents who divorced when she was in high school. The divorce upset the family life and Sally's school work suffered. Her mother grounded her for a month, warning her that if her grades did not improve she would be restricted even longer.

Upset at the punishment, Sally sneaked out her bedroom window and ran to a nearby girlfriend's house. She had planned to return home before her mother discovered her absence but her mother found out immediately, and called the girlfriend. Afraid of the mother's anger, the girlfriend lied about Sally being at her house. Rather than face her mother, Sally decided to run away and borrowed money for bus fare to Los Angeles.

Sally arrived at the Los Angeles bus terminal with $1.50 in her pocket and the name of a cousin she remembered living in the city but whom she had not heard from in three years. Upon arrival she spent most of her money on a sandwich then tried to find the cousin's name in the telephone directory. Not finding the name, she wandered through the terminal afraid and upset. Although she saw several security police and a Travelers Aid sign she was afraid to approach them for fear of being returned home and facing her mother. Several men approached her, including a nicely dressed young man whose friendliness convinced her to accompany him to his hotel room to use his phone. In his room he demanded sexual favors in return for use of the phone. When Sally refused he hit her several times and tried to rape her. She managed to escape his grasp and ran out into the streets where she hid behind a trash container in an alley. Terrified that he was looking for her Sally stayed behind the container all night.

The next morning, she returned to the bus station. Seeing the Travelers Aid sign, she waited in the women's room until the offices opened for the day. The first person she met at Travelers Aid was a counselor and caseworker. At first, Sally told the worker that she had lost the telephone number of a relative in Los Angeles whom she was to meet. After they had talked for a while, Sally began to reveal the true story: the attempted rape, why she had left home, how her pride and shame had kept her from calling her mother, and how she had spent the night, terrified that other men would approach her. The police were called and began to look for the man who tried to rape Sally.

Although ashamed and afraid, Sally agreed to telephone her mother, who by this time was frantic about her daughter. The girlfriend had told her where Sally had gone. The mother was overjoyed to hear from Sally and immediately arranged to come to Los Angeles to pick her up. When Sally's mother arrived the counselor convinced her that she and Sally should see a counselor in thier community and begin to resolve their problems.

Although somewhat dramatized, Sally's story is not unusual. A 1976 study by Scientific Analysis Corporation, revealed that 85 percent of certain runaway types suffered sexual abuse while on the run. Many children were lured into providing sexual favors in exchange for food, shelter, and/or transportation—as many as 33 percent of one sample. It is estimated that as many as 3 percent of the yearly runaway population or 30,000 children engage in prostitution as a means of survival. Many of these kids, once lured or forced into prostitution, are then forced to continue or face physical harm. Other human costs such as the price of being arrested for a delinquent offense must also be considered.

The community pays a price also. A study of runaway youth in Colorado by Behavioral Research and Evaluation Corporation discovered that 33 percent of a large sample committed petty theft (less than $5) while 15 percent of the same sample stole items worth $50 or more. Youth who ran more than 10 miles from home and stayed away from one week to several months report having committed burglary, car theft, and shoplifting more frequently than other runaways. Runaway youth also engage in selling drugs. The Colorado study indicated that 20 percent of the sample sold drugs while 11 percent sold hard drugs other than marijuana while running. Another cost to the community results from court processing of runaway children. Running away is against the juvenile law in many states. Large numbers of runaways are taken to court every year because of a lack of programs that could intervene before this final step. Every court case costs taxpayers money. It is

estimated that New York City is saved $1.2 million annually through the New York Port Authority's Youth Services Unit's efforts to place runaways at home or in temporary shelter care instead of referring them to court.

The bus or train station must assume costs of runaways in and around the facility. Hard figures are not available but most station managers know that young runaways are targets for pimps and other undesirables and that such individuals do not hesitate to stake out transportation facilities as recruiting grounds. The costs are difficult to estimate; however, pimping and prostitution usually coexist with high crime areas (in this case around the transportation facility) and thus would tend to drive away potential transportation customers. Another potential cost is the liability a station could conceivably incur if a runaway youth or any other person was hurt in an altercation, a possibility in an environment that includes pimps, perverts, and other undesirables.

Who are the Runaways?

There are no "typical" runaways. They are both boys and girls from all kinds of homes, from all ethnic groups and they run away for a wide variety of reasons. However, several studies have identified broad characteristics of runaway youth.

- **Age:** Youth 14, 15, and 16 years old account for four out of five runaway episodes. The average age is 16. As the runaway gets older, the length of the runaway episode increases as does the distance of the run. The young runaway, 13 and under, makes most frequent use of public transportation such as buses and trains, although they do not run away as frequently or as far a distance as the older runaway. The Port Authority Youth Services Unit's statistics show an average age of 15.
- **Sex:** The National Statistical Survey indicated that about 53 percent of all runaways are boys. New York Port Authority figures show a rough 50 - 50 split between girls and boys for all the runaways apprehended in the Port Authority Bus Terminal.
- **Ethnicity:** No one ethnic group has a significantly higher proportion of runaways. The New York Port Authority reported in 1979 that of the total number of runaways identified in the bus terminal (3,056), 52 percent were Caucasian, 33 percent were Black, and 15 percent were Hispanic.
- **Socio-economic class:** No significant differences among runaways with regard to socio-economic class have been found.
- **Reasons for running:** Studies of why children run away from home report that, although a wide variety of reasons exist for running, family conflict and low self-esteem because of negative labeling in such places as the school and community are the most common reasons.

It is a mistake to attempt to place every runaway in a category explaining why he or she runs away. There are simply too many complex factors involved. However, a great deal of research has linked general runaway types with specific reasons for running. These are summarized here to explain further the problems of runaways.

1. **Short-term runaways** (away from home a week or less) experience some degree of conflict with parents and brothers and sisters. Most do not do well in school. These youth may or may not think of themselves as failures and, correspondingly, as the cause of the problem leading to the runaway episode. They break down into two basic types:
   - Young and seeking a temporary escape, these runaways often suffer neglect, emotional and physical abuse, and/or parental rejection. The home is commonly wracked by marital conflict. Ironically, these youth have strong psychological ties to their families and usually return voluntarily within 3 days of running away. These youth are generally around 13 years old and are represented in every ethnic and socio-economic group. Although more apt to use public transportation to escape than older runaways, they generally do not travel as far or stay away as long. Therefore, their presence in transportation facilities is less noticeable.
   - Older, unrestrained, peer-oriented runaways (average age of 16) are largely independent of their families although they once felt ties. School failure and trouble in the community may lead to pressure to run away, although these youth report the runaway experience more rewarding and adventurous than do the younger runners. They generally run with a friend, often use the bus or hitchhike, and stay away at least a week at a time. These youth are prone to run away repeatedly.

2 **Long-term runaways** are away from home several weeks to over 6 months, while many stay away permanently. Several types make up this group:

- **Middle class loners** tend to have few friends, run away alone, and generally are from a middle-class background. Family troubles are usually not given as a reason for running. Rather, these youth are autonomous and think of running away as a chance to explore outside their normal experience. They usually return voluntarily.

- **Rejected, constrained youth** have serious family problems evidenced by conflict with parents, and, oftentimes, excessive physical punishment. They are failures in school and are labeled such by teachers. Their friends are often delinquent. These youth run away repeatedly for a week or longer and seldom return home voluntarily.

  A subtype of this group is girls around 15 years old who, in addition to conflict with parents, experience an extreme level of supervision and control by their parents. These girls are angry, sometimes hostile, and tend to have conflicts with any type of authority.

  Another subgroup is boys 15 or older, who receive very little attention from their parents. What attention they get is usually negative. Their peer groups are delinquent and they tend to run with such friends.

- **Homeless youth** are runaways who have been thrown out of home. Surprisingly, an even mix of males and females make up this group. Usually 15 years and older, they stay away several months at a time and many never return more than to visit. Although these youth have not really "run away" from home, they are so labeled by our legal system. Parents of these runaways are indifferent, view their children as failures, and reject them. Alienation from society, failure in school, delinquent peers, and continuous running characterize these youth.

- **Independent youth** are not at all dependent on their families, exhibit the well-developed ability to survive on the streets or elsewhere, and generally "run" to a selected destination having carefully planned the episode. They are considered runaways because of their age, although many of them have parental permission to be on their own. This probably is a small population comprised mostly of girls, 16 to 18 years old. Those that return home are generally forced to by police and soon leave again.

Some general runaway characteristics are true in most every case:

- Youths who run away repeatedly tend to have suffered greater amounts of abuse and neglect than those who run away once or twice.
- The length of time spent away from home and the distance traveled increases as the age of the runaway increases.
- The chances of permanently returning a youth home decreases as the number of runaway episodes increases and the youth acquires the skills for surviving even in the most sordid environments.

What Can Be Done?

Given the wide variety of reasons why kids run away and the different types of kids who run away, a range of approaches is needed to help them. At one end of the spectrum is so-called passive intervention. This is simply making the runaway aware through posters, leaflets, announcements, etc. that assistance is available if the runaway decides to seek help. Experienced youth workers claim that this approach is most attractive to the suspicious or hostile youth who may have a history of conflicts with authority, parents perhaps, and will not approach any kind of formal service perceived to be part of the adult world. The Scientific Analysis Corporation study reveals that more than half of the runaways interviewed distrust all formal agencies. Over three-fourths of the sample did not use any formal or informal type of services. However, the study also revealed that less than one-fifth were aware of services available and, most importantly, all of those aware of alternatives to the traditional justice and child welfare systems services, such as runaway houses, used them.

Passive intervention in the form of posters hung in strategic locations within transportation centers and leaflets are also the least costly way to reach the greatest numbers of runaways. This approach also has the advantage of potentially reaching all types of runaways.

Still, a more active intervention strategy is needed for some runaways. Many do not read well, if at all, and in some environments a confused youngster can be lured by pimps and others before they contact a service listed in a leaflet. These factors lead to a need for what might be called moderate intervention, such as outreach by qualified youth workers who seek out runaways and offer assistance in a non threatening way. Well-trained youth workers, cautious of passengers' rights, have operated in and around transportation centers with success. Runaways will listen to someone who knows how to approach them, who can say things to help them feel comfortable, who may even dress, talk, and act a bit like they do. Unfortunately, pimps and similar types can do all of these things also.

Finally, some runaways because of confusion, fear, and/or hostility will not do anything that might get them locked up or returned to a situation that has not improved since they ran away. Reaching these youth requires active intervention. Such an approach may require the authority of law enforcement when the runaway is identified and contacted. Legal authority can be coupled with social work or counseling skills that encourage the runaway to take advantage of services.

Program Elements

Successful programs assisting runaways in and around transportation centers are effective largely because of certain elements which insure that the proper assistance is delivered in a timely, organized, and efficient manner. The most significant of these elements are discussed in this section within the framework of recommendations for program development in the hope that they will be highlighted for the reader in the following section on program descriptions. The recommendations for program development are based on the experiences of individuals involved in beginning, expanding and maintaining the programs described later.

Identify the Problem

This is the first step. Money is always scarce for social programs, especially less traditional programs, and funding sources will continue to demand more results for less money and thorough documentation of program effectiveness. This calls for custom tailoring of an effort to assist runaways.

The programs described later represent a majority of the successful programs in this subject area. Significantly, three of the four were initiated by one or a few concerned individuals who saw a problem concerning runaways in and around transportation centers.

Each of these programs started small with the originators taking special care to become familiar with the scope and nature of the problem. Those involved in starting the programs recognized that there are a variety of reasons why kids run away, many of which are complex family problems complicated even more by problems in the community or schools. Many held the belief that running away is often a legitimate response to an unhealthy, sometimes dangerous situation at home or elsewhere. To this day, everyone involved in the programs is committed to understanding the runaway's problems as perceived by the runaway, not only as perceived by parents, school officials, law enforcement, or others. Such commitment increases the chance that the runaway and the family will receive the proper assistance in confronting problems. At the same time, all involved eventually realized that many runaways' problems cannot be solved overnight, if ever, just as they realized that seldom can any one program bring about a permanent resolution to these problems. Realistic attitudes about what a program can and cannot do for runaways are essential to success.

With a commitment to runaways as a underlying philosophy, program originators then further defined and documented the scope and nature of the problem before looking for additional support to assist runaways. To identify the problem, seek information on the following:

- **Numbers of runaways** in the area. Consult youth service agencies, transportation facility management, law enforcement, courts, and youth advocacy groups.
- **How runaways arrive in the area.** Existing runaway services or youth services agencies, including law enforcement, are most likely to have this information.
- **Types of runaways** such as age, sex, ethnicity, location of home, reasons for running, previous runaway episodes, etc. Youth service agencies are most likely to have this information.
- **Service needs of runaways**, such as food, shelter, individual and family counseling, can be identified with the help of local youth service providers.

Statistics will provide only the bare bones of information and need to be supplemented by the views, opinions, and first-hand experiences of individuals who come into regular contact with runaways in the area. Interviews with at least the following types of individuals will help define the problem:

- Transportation facility personnel, especially security and management.
- Youth service personnel, in particular those who work with runaways from outside of the area who may have used buses or trains to come to the area. Check with local law enforcement (especially juvenile officers and patrol officers), interstate compact officials, runaway program people, protective services and family services personnel, and court service personnel.
- Runaways themselves, as these youth know best why they are running. Consult with local youth service personnel to set up interviews with runaways.
- Individuals within the problem area such as street vendors, bartenders, people living on the streets, and prostitutes both male and female. When approached with total honesty and genuine concern, these people often have the most to tell.

Develop a problem statement full of hard figures, quotes from recognized and respected individuals, and true examples of runaways in the area. This statement will be valuable if it is written clearly enough so that a person with no knowledge of runaways can understand the problem.

Detail Program Activities

Even though problem identification will suggest what type of intervention is most likely to be effective with runaways, the attitudes and opinions of transportation facility management and the surrounding community will also help determine what type of approach will be allowed in the facility and tolerated in the community. Additionally, a thorough check of federal, state, and local laws is essential to see what is legally allowable. For instance, Interstate Commerce Commission regulations require public accommodations, i.e., bus terminals, to guarantee passenger privacy. State laws must be consulted to determine if minors can be approached without violation of privacy.

It should be noted that the problem may not be a lack of service but that existing services in the community are not being coordinated and brought to bear in and around the transportation center. Our study revealed situations in which outreach services to runaways on the streets and in pornography and prostitution districts were being provided but nearby transportation centers were overlooked. Most often this was due to insufficient resources but in some cases it was due to an inability to coordinate with transportation center management and/or police. If the problem of runaways in transportation centers is recognized it is often given a low priority in comparison to youth issues elsewhere in the community. What may be needed is a program or campaign to publicize the problem, make it a priority in the community, and create a coordinated effort between existing youth service providers.

Whether the best approach is to coordinate existing services or to create a new program (or both) once the problem is documented and tentative ideas have been generated, two options are available. One is to contact key individuals and groups in the community whose support would help build a program. Approaching these individuals alerts them to the problem and may gain their support. Indicate to them that their involvement in program development is welcome if they can make a sufficient commitment. If qualified people make a commitment, a Board of Directors should be formed. Or, the possibility of establishing a program under the umbrella of an existing, credible organization might be explored.

Another option for action is to develop, on your own or with the help of a small supportive group, procedures, methods, resources required, etc. This is suggested if local individuals and organizations appear to be hostile towards the idea.

Regardless of the most appropriate time to develop a program plan, it should consist of certain key elements, including the following:

- **Purpose** clearly defined in a short, concise statement (e.g., assist runaways through counseling and other services to pursue the healthiest option available to them).
- **Goals** to make clear the general and specific interests of the program and the services it offers.
- **Methods, materials, and procedures** required to accomplish the goals, such as:
  - staff;
  - physical facility;
  - operation;
  - resources available for referrals;
  - management procedures; and,
  - evaluation procedures.
- **Resources** needed to accomplish the goals, such as:
  - funding, short and long-term;
  - other agencies with which the program should be coordinated;
  - volunteers, student interns, and other "free" staff help; and
  - donations of materials or time of individuals speaking on behalf of the program.
- **Budgets and financial plan.** Several types of budgets are helpful, including yearly, monthly, planning performance, and program budgets. A financial plan includes the budget and other essentials such as recordkeeping and accounting procedures. A short- and long-term fundraising plan should be included.

Develop Support and Resources

Building support of program development and maintenance is a continuous process. The degree and type of support must be carefully measured. It is a good idea to strike a low profile in most communities although key individuals and organizations should be contacted and possibly granted an on-going role in program direction. Task forces of committed and influential individuals may be formed to work on particular problem areas (e.g., fundraising, studies of runaway service needs, and service network development) or to identify and develop resources.

Resources development, that is, identifying and using services to which runaways can be referred, is crucial to program effectiveness. In most communities, services tailored to runaways' needs are minimal. Runaway shelters and counseling services that exist are filled with referrals from courts, police, and families. Traditional youth service agencies such as children's protective services and public mental health facilities do not focus on the special needs of runaways. Two options are open. Existing resources can be identified and personnel educated to the special needs of runaway youth. Or, the intervention program can take the lead in publicizing the need for and development of services. In the first case, the intervention program must work out formal agreements with the resource specifying the services to be provided. The latter option is more productive if coordinated with existing services so that a network for runaways is established. The Bridge has agreements not only with outside agencies but also between its own internal components. Agreement with other organizations insures services for runaways through referrals and allows the program in the transportation center to concentrate on its primary functions: identification, immediate assistance, and referral to long-term assistance.

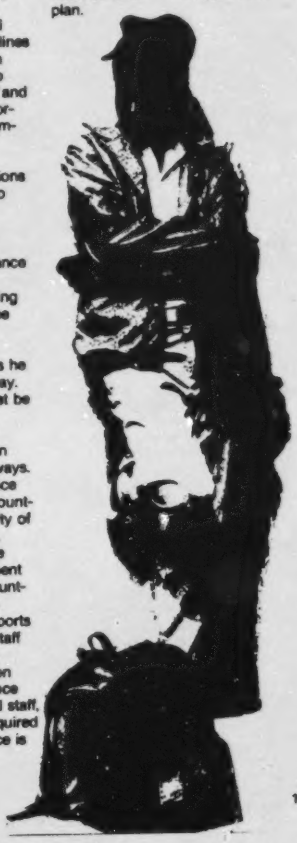
Administering and Delivering Assistance

In addition to being carefully planned, the programs described later are successful because they are well-organized and tightly administered. Each has a formal organizational plan with formal lines of authority and communication specified. Also, it is important to structure a program so that staff and administrators have ample opportunity to coordinate among themselves and each other. Staff meetings, program planning meetings, and staff review sessions are a few examples of means to insure communication.

The most significant factor contributing to success is the emphasis on delivery of assistance to be found in each program. Again, this is due to an operating philosophy which holds that the runaway is deserving of assistance; that he has not committed a criminal act nor is he mentally ill because he ran away. This philosophy, however, must be carried out through such mechanisms as requiring the director to regularly join staff in identifying and assisting runaways.

Insuring delivery of assistance requires that staff be held accountable for the quantity and quality of contacts made with runaways. Carefully selecting only people with experience and commitment for staff positions makes accountability easier. Still, procedures such as monitoring of staff reports of contacts, meeting with all staff regularly to discuss problems encountered, observing staff on the job, conducting performance review sessions with individual staff, and talking with clients are required to insure that quality assistance is delivered.

Assisting runaways is a very difficult job. The quality of assistance provided and the success of the program depends upon staff. Do not expect staff to perform well if they have not received proper training. A great strength of most of the programs described is that all staff, even those highly qualified, are given an orientation to their jobs and then provided with on-going training. When planning the program, a staff development plan should be developed and sufficient funds must be secured to support the plan.



Assisting Runaways

The programs described below all have an impact on the problem, even though each employs a different approach, and each has more than enough runaways to handle. Each program type achieves its goal of at least identifying and assisting runaways through referrals. This tells us that a variety of approaches are effective, and the ideal program might consist of a combination of the described programs.

The short-term escapist runaway responds best to active intervention approaches. This youth often decides to return home on his own; however, in the meantime harm can come to him. Programs similar to the New York Port Authority Youth Service Unit (YSU) and The Bridge are particularly effective in identifying these runaways.

The older, less constrained, short-term runaway is less apt to respond to authority and programs such as the YSU. This runaway often returns on his own, so less active intervention approaches such as the Greyhound campaign, TASLA, and The Bridge are most effective.

The long-term runaways, especially the middle class loner and the homeless youth may not respond to any approach until they are ready. The loner is usually not experiencing family problems and may respond simply to knowing that his family wants him home. Thus, actively approaching these youth is the best strategy. All types of intervention are effective with the homeless youth in the sense that these youth need food, shelter, and other services. Attempts to return these youth to their families will almost always fail.

Finally, many homeless youth have managed quite well living on the "run" and on the streets. These youth and independent runaways are most apt to avail themselves of services offered without requirements. Passive intervention will prove most helpful with them.

In almost every case except with the loner and the independent runaway, serious problems and conflicts face the runaway if he returns to his home community. Large numbers of runaways who have repeatedly run away indicate that return without measures taken to address reasons for running is fruitless.

Any intervention approach must be accompanied by services to the youth and the family. Some of these services can be offered in-house, such as assessment of the runaway's problems and needs. However, intervention and services must be well-separated as in The Bridge program. Intensive counseling, education or job training, or family work cannot be performed on the streets, in the bus terminal, or in the program office at the bus terminal. These services should be given the importance they need by holding them in a specially-designated space.

The intervention program can provide services to the youth and family solely through referral. This is the wisest approach for a new and small program because it allows personnel to concentrate on identifying and referring runaways, enough of a task in itself. If this approach is used then special attention must be paid to identifying resources and educating personnel. Intervention program staff must be allowed time to follow up on their referrals in order to determine their effectiveness.

Programs for Runaways

The problems of runaways are being addressed on both the national and local levels. Administrators, managers, and transportation decision-makers are instituting programs around bus stations and other facilities to deal with the increasing flow of runaway youth.

The programs presented here represent major commitments by communities and transportation centers to help runaways. Each is organized and operated differently, depending on the scope of the problem and the availability of resources. They illustrate passive approaches, as with the Greyhound, Inc. program, "Don't Rely on Strangers;" moderate intervention, as typified by the Travelers Aid program in Los Angeles; and an active response to runaways, as with the New York Port Authority Youth Services Unit. The fourth program detailed here, Bridge, Inc., uses a variety of techniques and contacts runaways in more than transportation centers. Its methods, however, can be easily applied to a runaway effort at rail or bus stations.

Greyhound's "Don't Rely on Strangers"

In 1978, Greyhound Lines, Inc., decided to address the problem of teenage travelers, particularly runaways, in its bus terminals. Chicago was selected as a test site and Greyhound placed colorful billboards designed to draw attention in strategic locations around its terminal. With the billboards were cards listing Chicago-area agencies and phone numbers where teens could receive free assistance. Included in this list were shelters for runaways, health referral agencies, drug abuse centers, and counseling services. The effort was christened, "Don't Rely on Strangers" and that is its central message. The idea is to provide youths with an alternative to the offers of food and shelter from people who might later exploit them.

Organization and Operations

Greyhound decided to use this passive method because a non-threatening approach would be best received by runaway youth. Linking a youth with services was considered a wise strategy because, Greyhound claims, over half of all teenagers referred to runaway services return home.

The pilot program was deemed a success by youth, Chicago police departments, social services agencies, and even taxi drivers who have asked for copies of the card to give youths needing assistance. As a result, Greyhound has expanded its program to 27 cities around the country in company-owned and operated bus terminals. Youth services named on cards report that runaways are using the Greyhound listings to find them.

Greyhound had very little trouble getting the program started primarily because it provides the funding and operates it only in company-owned terminals. However, Greyhound does take great pains to ensure that its billboard campaign is not only known around the community but also that the program's purposes are clearly understood. The introduction of billboards and cards has been accompanied by press conferences, taped, and broadcast on local television stations, in Los Angeles, San Diego, San Francisco, Cleveland, Phoenix, Pittsburgh, and Philadelphia. Additionally, Greyhound sends letters soliciting support to youth serving organizations in each program site. Advance work and contacting influential sources of support have contributed to the program's success.

The cost of this effort is minimal. Two posters in each of the 27 stations required an initial outlay of $6,750. Listing services and producing printed cards cost roughly $500. Press conferences and other public awareness efforts cost Greyhound about $9,000 bringing the one-time initial cost of the effort to $16,250. Now, only $7,100 is required annually to update and reprint cards listing services for all participating stations.

Management

"Don't Rely on Strangers" is managed by Greyhound Lines, Inc. Relations with the youth-serving community and the general communities around the program sites are carefully cultivated. A major factor contributing to its success is that every effort is made to keep cards listing services up-to-date. Two final important aspects are that an individual high up in the management structure has sole responsibility for the program and that top-level management at Greyhound is committed to continuing the program. (For more information contact Director of Public Relations, Greyhound Lines, Inc., Greyhound Tower, Phoenix, Arizona 85077, Telephone: 602/248-5000.)

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Travelers Aid Society of Los Angeles

Travelers Aid Society of Los Angeles (TASLA) in the downtown Los Angeles Greyhound Bus Terminal serves people away from home who are having problems during travel or while making their way to new cities and communities. This is the primary objective for Travelers Aid Societies around the country. TASLA, however, is somewhat unique because of the number of runaway youth who are drawn to Los Angeles and pass through the conveniently located bus terminal on their way to the streets. TASLA seeks to help these youth by (1) arranging for transportation home, if desired, and/or (2) counseling and follow-up casework, and/or (3) linking them with services such as shelter, food, clothing, and further counseling.

Between 1976 and 1978, 3,410 youth aged 5-17 years old requested and received services from TASLA. Many of these children were runaways, in addition to being abused and neglected.

Chain of Services for Runaways

Through its membership in the Travelers Aid Association of America, TASLA is connected to a nationwide intercity social service network. This "chain of services" consists of 72 Travelers Aid programs and 800 Cooperating Representatives linking over 3,000 communities. Locally, a runaway seeking help would initially be interviewed by TASLA staff for information helpful in providing services. Although TASLA has no legal authority over traveling youth, it offers a session with a trained counselor to identify problems and possible solutions. From this session, a casework plan is developed that identifies problems and outlines steps to help the runaway solve them. For example, a runaway wants to return home but is afraid her stepfather, whose beatings caused her to run, will beat her when she returns. TASLA would either contact the Travelers Aid Society in her community (part of the chain of services) or if there isn't one then a social services agency. Either the local Travelers Aid or the agency would undertake a social investigation, including conversations with the parents if appropriate, to define the situation and provide the best support possible for the runaway when she might work with police or social service agencies in the runaway's community. Follow-up to ensure that services are provided is through phone calls to the youth and/or the services contacted earlier.

If a runaway cannot be returned home immediately, the TASLA has some options available. When parents have been contacted and arrangements for a return are being worked out, TASLA can refer the runaway to local runaway youth shelters or other residential facilities. Special arrangements have been made with these organizations in Los Angeles. If the runaway's parents cannot be contacted or the runaway does not want to return home, then TASLA can involve the police. Running away is still an offense in Los Angeles as in most jurisdictions. However, California juvenile law does allow police to refer the runaway to an approved runaway shelter if the youth is neither dangerous or endangered nor will run away from such a placement.

TASLA knows that runaways have many complex personal and family problems demanding more sophisticated and longer-term services than it can deliver. Only some of these runaways are first timers who, although afraid, are willing to return home. TASLA staff report three other basic types of runaways:

1. The runaway who has been away from home a long time and has survived through prostitution. This youth appears at TASLA when he or she is running from his or her chicken-hawk (a pimp for young male prostitutes) or pimp.
2. The runaway from mental health facilities. TASLA sees a significant number of these youth. Another type classified as a runaway are youth who have been released, in some cases dumped by mental health facilities, and either cannot find their way home or have no home to which to return.
3. The independent runaway who is usually nearly 18 years old and has his parents' tacit or expressed approval to be "on the road." Most of these youth are fairly self-sufficient but still are susceptible to misery or harm.

A formidable obstacle to TASLA and similar programs is the absence of legal authority for them to assume responsibility and work with runaways for more than 72 hours without parental permission. California law mirrors most states' law in that only police or courts, and court appointed officials can take jurisdiction over a runaway for more than 72 hours without parental permission. Two things are needed to correct this situation: (1) a law that would allow social service agencies (e.g., TASLA) to take responsibility for a runaway for longer than 24 to 72 hours and (2) shelters for runaways where they could stay while TASLA contacts parents and explores other options. Such developments would eliminate needless intervention by the police and courts.

A Passive Approach

TASLA's approach is passive intervention in the sense that runaways either voluntarily approach TASLA or they are referred by terminal security police. The TASLA office is somewhat hidden in a corner of the terminal but visibility and accessibility are increased by a desk in the main lobby and by including the TASLA phone number on hand-out cards kept in the main lobby. TASLA staff do not approach youth in the station and ask if they need help. The owners of the terminal feel that such outreach would duplicate the duties of security, which routinely refers runaways to police or TASLA.

Once the runaway has been referred to TASLA the agency becomes actively involved. The first few moments of talking to a runaway are critical to help him feel comfortable and non-threatened. Because most runaways fear they will be punished for running away, TASLA believes it is important not to ask too many probing questions initially. Rather, staff assist the runaway and do not pressure the youth for information. Other TASLA techniques are:

- **Accepting the youth's version of his problems during the initial contact.**
- **Doing something immediately in the youth's presence to demonstrate concern.** If the youth wants a job so he can become self-sufficient, then staff might call the local employment agency regardless of how unrealistic the prospects are of finding a job. TASLA staff try to maintain a helping relationship.
- **Providing services without requiring the youth to go into great detail on his problems, present feelings, or past life.** TASLA can call a youth or family service organization close to the runaway's home and arrange to have that service help him with the youth's agreement, rather than force the youth to explain his problems and situation.
- **Confronting youths when they exaggerate or contradict earlier statements.** Such confrontation is used only to clarify facts essential to providing services and only after the youth is reassured and receptive to help from TASLA.

TASLA maintains a desk in the main lobby of the terminal staffed by a counselor and/or a volunteer. If a runaway requests services, he is referred to the TASLA office. Initial information is gathered when youth and a counselor meet in a separate room to talk about counseling services and other needs. This prevents interruptions that can destroy the session's effectiveness.

Management and Staff

An executive director, a director of Casework Services (also the assistant director), and four counselors comprise the staff at the bus station. One counselor has a Master's degree in social work and three have Bachelor of Arts degrees with experience in human services. TASLA counselors must have the following qualifications:

- able to work with people in crises;
- interested in handling short-term cases, providing emergency counseling services, and referring to longer-term services;
- able to remain non-judgmental about all types of people; and,
- able to listen and communicate so as to encourage the client to communicate.

Counselors work primarily from 8 a.m. — 5 p.m. and their duties include:

- crisis intervention and basic counseling;
- problem identification and needs assessment;
- casework plan development;
- matching clients' needs to local services and services in the clients' communities; and,
- follow-up by phone or letter to ensure delivery of services.

The director of casework supervises and coordinates the counselors in addition to being responsible for the same duties as the counselors. The director also designs and delivers in-house training for counselors and volunteers. His responsibilities include ensuring that all documentation of services is complete and that statistics are accurate and up-to-date.

The executive director has overall management responsibilities. He works closely with the Board of Directors to ensure that board policy is carried out. He is also responsible for fundraising, financial planning and management coordination with local youth service agencies, community relations, and relations with other Travelers Aid Societies. The Board of Directors consists of volunteers, all of whom are established, active members of the community. The board sets policy and is responsible for all TASLA activities in addition to developing and implementing the fundraising plan for 15 to 25 percent of the budget (75 to 85 percent is provided by United Way). The board usually stages benefits to raise money.

The Board of Directors is ultimately responsible for all of TASLA's operations. The executive director reports directly to the board and the casework director and counselors are directly responsible to the executive director. Several volunteers are trained and supervised by a volunteer coordinator.

Management procedures are set up within TASLA to ensure consistently delivered, quality services. Internally, TASLA requires that objectives be set in each client's casework plan. To determine if casework is successfully completed, the caseworker simply needs to compare plans with the recorded results. On-going guidance in casework is provided through regular supervisory sessions with counseling staff.

A bookkeeper/accountant maintains all of the required financial records. This not only ensures financial stability but also frees the program director to perform other pressing duties. An outside accounting firm performs an annual audit which is necessary for financial credibility and continued funding.

TASLA Affiliation

TASLA, a non-profit organization, is an affiliate of the Travelers Aid Association of America. It benefits from research, training, and technical assistance conducted by the National Office but otherwise is completely independent.

Travelers Aid Societies are generally formed through local initiative. To become a recognized affiliate, a local organization must meet specific standards. These include:

- service delivery plan in accordance with the Association's standards;
- financial plan identifying present resources and outlining fundraising strategies;
- funding sufficient to allow the organization to survive and deliver quality services according to its plan;
- a qualified, degreed individual to direct the organization; and,
- compliance with a set of principles developed by the National Association intended to guide service delivery.

The Association is developing a set of accreditation standards that it will require local affiliates to meet two years from the time they begin service delivery. Technical assistance will be provided by the Association to assist affiliates in meeting these standards. TASLA raises all of its own funds and the executive director and board members are active fundraisers. Presently, the organization has a $300,000 a year budget 75 to 85 percent of which comes from United Way with the balance raised by the Society through benefits.

Program Results

From 1976 to 1979, 2,296 youth aged 14 to 17 received services from TASLA. Follow-up phone calls ensured that almost all of the youth who allowed TASLA to arrange a return home or referral to another agency followed through on the service.

TASLA's passive intervention approach does not identify as many runaways as a more active approach. However, this non-threatening approach backed up by counseling and consistent follow-up results in a large percentage of runaways participating in services beyond those that TASLA offers. (For more information, contact Traveler's Aid Society of Los Angeles, 646 South Los Angeles Street, Los Angeles, California 90014, Telephone: 213/625-2501.)

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New York Port Authority Youth Services Unit

The Federal Bureau of Investigation estimates that as many as 10,000 runaways are loose in Manhattan on any given day, many of them from out of town. The New York Port Authority Bus Terminal, situated near a heavy prostitution and crime area, has always been a major conduit for youth, including runaways, into the city. In the early 1970s, the Port Authority Police recognized the need for special attention to be paid to the significant numbers of unaccompanied teenagers arriving by bus who, without money or a place to stay, wandered out into the surrounding streets. A special Youth Services Unit was established within the Port Authority Police to assist all youth. Then, as now, the top priority is helping runaway youth. Its primary purpose is to identify runaway youth while in the bus terminal and assist them before pimps and others reach them or before they wander into the streets and suffer physical and psychological harm. From 1976 through 1979, the Youth Services Unit has identified and assisted over 2,700 runaway youth.

History and Early Growth

In 1975, the Port Authority Police expanded its efforts. The bus terminal management recognized the advantages of efforts underway and approved the police plan to apply for federal funds to expand efforts, formalize a program, and evaluate its effectiveness. In 1976, the Port Authority Police received $164,000 from the Law Enforcement Assistance Administration of the Department of Justice. This grant allowed the Port Authority Police to establish a formal Youth Services Unit consisting of 3 police officers, 3 social workers, and a program director. During the first 18 months, 3,100 youth were contacted by the Youth Services Unit (YSU), representing a 71 percent increase over the previous years' efforts. In October 1977, LEAA funding ended and YSU needed to convince management to request funds from the Port Authority to continue the program. Management saw several advantages to the program that justified its expense. These were:

- savings in human costs every time a runaway was prevented from getting to the streets;
- savings in costs to the terminal and the Port Authority because the youth were no longer available to attract pimps and other undesirables into the terminal causing a security hazard to passengers and other customers; and,
- savings in costs to the surrounding community by eliminating the potential for crimes that runaways, if unassisted, might commit to survive on the streets.

Management convinced the Port Authority and the fiscal year budget was written to include $200,000 for the Youth Services Unit.

Several potentially serious obstacles to YSU were avoided during development of the program. Some of these were:

- Lack of support for the program within the Port Authority. The moving forces behind the drive to establish a viable program made sure to coordinate with immediate and top-level management at all times. This ensured support.
- Lack of cooperation, even hostility, from other police forces and special services units within New York City. The city has several police authorities with jurisdiction over runaway youth. Coordination with these units avoided turf conflict problems and led to the eventual recognition of YSU as an important special services unit for runaways.
- Misunderstanding of the intent of the program by the community that could have led to opposition. This was avoided through a low-key, coordinated public relations program backed up by facts and figures about benefits to the community.

Operations and Organization

The YSU takes an active intervention approach in identifying and assisting runaways. The Unit employs Port Authority Police with full police powers to intervene with runaways, and the New York Family Court Act gives police the right to stop minors, including suspected runaways, and ask for identification. The YSU believes that it cannot afford to wait until the runaway approaches someone for help because either that person may exploit the youth or the youth may be approached by someone who would harm him. Therefore, the YSU employs plainclothes Port Authority Police, with training and experience in juvenile justice, to mingle with the crowds and "hang out" in the bus terminal while watching for youth who either are unaccompanied by an adult, appear to be a runaway, or appear to need assistance even if accompanied by an adult. Once sighted, the youth is approached, the officer identifies himself, and the youth is asked for identification, why he is in the terminal, and where he is going. If the officer's suspicions are raised either by inappropriate identification or the youth's story, he is quietly escorted to the YSU office. The YSU outreach concept calls for teams of officers and social workers to approach each youth. The officer has the legal authority to approach and question while the social worker has the skills to calm the youth and help him understand the situation.

The youth is interviewed after entering the office. Parents' names and phone numbers are requested and parents or guardian are contacted to see if the youth has permission to travel alone. If he has, the youth is released. If not, arrangements are made to return the youth home. Parents are asked to provide or pay for transportation. If they cannot afford it, either the YSU pays for it out of a special fund or Travelers Aid's assistance is enlisted.

Both officers and social workers conduct the initial interviews to hear the youth's story and to check its accuracy. Basic information, such as parents' names, is recorded. Many times it requires all of the special skills of the officer or social worker to get the youth to reveal his true situation. If they suspect that the youth ran because of abuse and/or neglect or because of a serious family problem, YSU refers the youth either to a local social services program, or if the youth is returning home, to an agency near the home. The YSU utilizes, through informal agreements, many local resources for kids. These include such services as protective services if abuse or neglect is suspected; non-residential counseling services; food and clothing programs; medical and dental services; and, if needed, a special program for teenage prostitutes. The YSU goal is to return the youth home within 24 hours. Sometimes this is not possible and the youth must be referred to a shelter care facility. Some youth are referred to the city's juvenile detention facility (a locked facility) if it is suspected that the youth will run away from a non-secure shelter.

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Approaching Runaways

Active intervention requires special ways of approaching and handling suspected runaways. Special techniques are also necessary because many of the youth have been educated on the streets—they're tough, sometimes delinquent, but almost always capable of conning even the most skeptical.

Youth suspected of being runaways are identified by the YSU's plainclothes officers who "hang around" and mix with crowds where there are heavy customer traffic areas or areas known to draw youth. Instincts acquired from years of working with youth and experience at the bus terminal are used to pick out possible runaways. Some of the indicators that the officers look for in identifying possible runaways include:

- **Teenagers,** not excluding youth who look either very young or grown up.
- **Youth traveling together** because many runaways travel with friends; however, officers note that most out-of-state runaways travel alone.
- **Luggage** such as knapsacks, laundry bags, duffelbags, and suitcases. Runaways often carry extra clothes and other belongings, especially those who have planned their trip and come a long way. Local runaways are not as apt to carry luggage.
- **Clothing.** Runaways may have somewhat soiled clothes, particularly those from outside of the city who may have been on the road for a while. Youth traveling to join parents, friends, relatives, etc. generally wear clean clothes.
- **Behavior** indicating confusion, fear, and hesitation; facial expressions may show strain or anxiety. Runaways experience not only the anxiety of being in an unfamiliar place but also the stress caused by whatever made them run away and the stress of the running itself.
- **Company.** Some runaways are traveling with adults when they reach New York City. Officers watch for youth who are with an adult, male or female, who is not their parent.

None of these indicators are proof that someone is a runaway. Presence of these combined with instinct and experience help the YSU officers to guess right most of the time. Again, the officers have the legal right to stop and question any minor. Still, they are aware of the need to observe each individual's right to privacy.

Upon approach, officers identify themselves immediately and promptly ask for identification. They feel direct confrontation is required by law and also is the most effective technique. If identification and permission to travel are not forthcoming then the youth is told to accompany the officer to the YSU Office. A youth's anxiety is eased by the officer stating that they are going to an office, not to the police station or a jail.

Once in the office, the youth is told that his parents must be contacted to learn if the youth has permission to travel. If he has not, then the parents are asked to explain the situation. If it appears that serious family problems are occurring then a social worker may be asked to intervene. YSU workers practice first-aid counseling. They comfort the youth if necessary or confront him if he refuses to tell the truth. In either case, the purpose is to solve the immediate crisis and return the youth home, or refer the case to either local social services or services in the youth's own community.

Management and Staff

YSU personnel consists of the project director (a sargeant in the Port Authority Police), 3 Port Authority policemen, 3 social workers, and a secretary.

The project director has overall management responsibility for the project. He coordinates and supervises all staff while also taking an occasional shift on the floor of the terminal, counseling runaways, and remaining on call 24 hours a day. He is responsible for all records and required documentation. His duties include public speaking and relations with the community and media. His responsibilities also entail initiating and maintaining relationships with agencies to which the Unit refers runaways. Relations with other units within the Port Authority and New York City Police Departments are handled by the sargeant.

The Unit's plainclothes policemen have been with the program since its inception. These officers volunteered for this duty—they were not assigned. This genuine concern is the most important characteristic required for this duty. The officers perform not only all standard police duties within the terminal but also exercise the extra patience, understanding, and skill to work with runaways and their families. Each officer must also coordinate his role daily with the social worker, while remaining aware of his special duties required by his law enforcement status.

The Unit's social workers are responsible for bringing about the successful resolution of the runaway's most immediate crisis. First-aid counseling includes comforting and reassuring, assisting the runaway and the family, and helping the runaway and family to identify and think through possible solutions.

Social workers must follow through on the joint decision as to what options to pursue. When time permits, social workers will contact the youth, the family, or the service agency to check on progress being made. Finally, the Unit's social workers must define for themselves a role within their formal responsibilities that allows them to work comfortably with the Unit's police officers. Knowing when to take leadership, coordinate, or support the Unit's police requires skill and an understanding of police responsibilities and functions. The YSU's social workers are experienced with youth and families; all have formal education in counseling. Additionally, each has counseled runaways and delinquents.

The Unit's police and social workers work in teams of two. The Unit operates every day of the week. Monday through Friday, one team works 7 a.m. to 3 p.m. and another team is on from 3 p.m. to 11 p.m. A third team provides double coverage during the peak hours of 12 p.m. to 8 p.m. Weekends are covered by a single team from 12 p.m. to 8 p.m., Saturday and Sunday.

Responsibilities and Recordkeeping

The Youth Service Unit is well organized. Formal lines of authority and communication exist between line staff (officers and social workers) and the Unit director. These are reinforced by the director's fulltime commitment to the program and his practice of taking a turn on the floor regularly. Top level management's involvement is enhanced because the director reports directly to the Commanding Officer of the Port Authority Police. Efficient operations are also greatly increased because the commander has authorized the director to deal directly with the Port Authority Bus Terminal Manager.

A final organizational strength is the relationship between officers and social workers. The foundation for their effective coordination is a clear definition of roles and responsibilities. Still, teams are allowed the flexibility to work out their own relationship within the defined responsibilities, which allows varying styles and personalities to fit together.

Thorough records are maintained by the Unit. Records are essential for (1) recognizing the scope and types of problems the Unit addresses, (2) assessing the Unit's effectiveness, and (3) documenting that effectiveness to the public, the immediate community, and the Port Authority. The Unit has the advantage of immediate accessibility to missing persons reports including those on runaways filed by other police jurisdictions. Other records kept consist of:

Juvenile Report: contact date, juvenile's name, address, telephone, complexion, mother's name, father's name, address and telephone.

Investigation Report: reason for contact; family structure; primary type of service provided; previous contacts with the YSU, previous runaway episodes; present involvement with the court, social worker, etc. Additional comments on

the present situation; disposition, or action taken as a result of past contacts; school with address and phone number; the service or agency referred to; whether the referral was voluntary or non-voluntary; and the name of the individual conducting the investigation.

- **Casefiles** maintained on each runaway by social workers: Information on present problems, description of contacts with youth and family, and a record of follow-up contacts is included.

This documentation allows the Unit director to monitor efforts by staff and to gather information that can be compiled into Unit statistics. Statistics compiled are simple and are used mainly for the annual report and public information. They also assist management in program and staff development.

Accounting for the roughly $200,000 yearly budget of the Unit is a fulltime job. All accounting and recordkeeping are handled by central office staff within the Port Authority, thus removing a potential burden from the Unit.

Good management includes maintaining community relations through a combination of efforts by the Unit director and a central office public relations department. All requests for information are channeled through the central office and requests deserving special attention are forwarded to the Unit director. The director is also responsible for public speaking and appearances in the community to foster communication. In general, however, the Unit maintains a low profile, thus avoiding unnecessary conflict. Community relations are well developed due to an attentive attitude by top-level management. The Authority's Bus Terminal management sponsors carnival days using the terminal as a festivity center and has undertaken other projects to create goodwill such as a community center for senior citizens in a local neighborhood.

Effectiveness

The Youth Service Unit has accepted a very large challenge. Every day roughly 170,000 people pour through the bus terminal which covers seven city blocks. Many of these are young people. From 1976 to 1979, Unit personnel questioned 13,705 youth under the age of 18 and of these 3,749 were runaways. Undoubtedly, many runaways pass through unidentified by the Unit. The YSU reaches runaways from within and outside of New York City. Surprisingly, in 1979 as many as 67 percent of runaways were from outside of the city with 53 percent of the total from outside of New York State. Understandably, 22 percent of the total from outside the State were from neighboring New Jersey. Still, 30 percent of those from outside of New York had traveled greater distances. The Unit achieves one part of its goal—to identify and intervene with runaways. But how about results? Parents are contacted in roughly 98 percent of the runaway cases and an estimated 90 percent of all runaways assisted return home. The Unit claims that it sees again less than 1 percent of runaways it assists. A striking indicator of effectiveness is cost savings: during the 18 month test period, the Unit saved New York City $1.2 million by finding alternatives to court processing for the runaways it assisted. Although savings in human costs and costs to the facility and community through prevention of potential delinquent acts cannot be measured, these are at least as significant, perhaps more so, than savings to the city court system. Finally, the Unit's success in another area has been noticed by top-level Port Authority officials. The Unit has kept pimps and other undesirables who prey on kids out of the facility, thus enhancing the environment and leading to an increase in patrons.

(For more information, contact Project Director, Youth Services Unit, Port Authority Bus Terminal, 625 8th Avenue, New York, New York 10018, Telephone: 212/563-4026.)

The Bridge, Inc.

The Bridge, Inc. is a multi-service center for youth in Boston that grew out of the efforts of a local priest to assist youth on the streets in need of services such as medical, dental, counseling, food, and shelter, and who are unlikely to seek out established agencies for help. Suspicious of authority or anything "establishment," these young people seldom sought help from traditional agencies. Father Shanley recognized this dilemma and acted as a catalyst by bringing together professionals and paraprofessionals from a variety of fields (medicine, dentistry, mental health, social services, alternative youth services) to discuss the problem. Regular meetings resulted in a plan to develop a streetwork effort that would refer youth to appropriate agencies for services.

Initially, the project consisted of 5 full-time streetworkers who spent their time blending with the street culture in the Kenmore Square area. Free medical care, counseling services, and crisis intervention services for runaways were offered by The Bridge to youth contacted through its outreach efforts.

Seed money was a $30,000 grant from a private foundation, and in 1971, the State Division of Drug Rehabilitation awarded the program $27,000 which gave the program greater legitimacy and increased opportunities for additional funding. A grant from the National Institute of Mental Health made The Bridge a multi-service agency. Several private corporations in the Boston area contributed $5,000 and $10,000 grants to the program.

The funding history of The Bridge indicates a practice of Bridge personnel identifying a need in the community, and approaching private, public, governmental, and non-governmental groups for funding. The Bridge slowly increased in size and services as it diversified its funding sources from 1970-1976.

Significant increases in the numbers of youth served in the Boston street culture occurred while The Bridge was sharing offices with a long-established, larger social services agency called Boston Children Services. Association with this agency gave The Bridge credibility within the city and with the youth services system within the city.

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Daily Operations

The Bridge offers a comprehensive range of services to youth on the streets through a team of streetworkers. Streetworkers work several sections of the city, one of which is the Park Square area where several bus terminals are located. Runaways entering Boston by bus often spend a significant amount of time in this area, with some making a living off of the streets by panhandling or prostituting. However, runaways are not the majority of youth in the area who require services. Park Square has become a popular area for homosexual activities and most of these young boys were probably runaways at one time.

The Bridge streetwork, even though the number of runaways assisted is unknown, requires outreach skills techniques that can easily be transfered to any outreach effort aimed at runaway youth. The program employs four full-time streetworkers and one full-time coordinator to operate its streetwork activities. The streetworker initiates contacts with youth on the street and attempts to gain their trust so they can help them in whatever way possible. The worker spends a large part of his time listening to the youths' predicaments and troubles, serving as a counselor of sorts. He can refer youth to several services that The Bridge operates or services provided by other organizations in the city. Another function is to attempt to find jobs for these youth so they can leave behind the hustling.

Services operated by The Bridge to which streetworkers refer youth include:

- free medical and dental care;
- instruction and counseling in, for example, hygiene, sexuality, drugs, education, and employment;
- crisis intervention, individual and family counseling for runaways;
- educational and counseling services, and day care for young single mothers; and,
- job placement services, educational and personal counseling services, and on-the-job training for youths working at The Bridge.

Other services available through outside agencies fall into the following categories: shelter care, food and clothing, dental/medical care, employment counseling, alcohol and drug abuse services, legal help, gay counseling, psychiatric care, rape counseling and treatment, and showers. These services, particularly those available directly from The Bridge, are offered with few requirements of the youths.

Streetworkers Identify Runaways

The most important allies the streetworker has in and around the bus terminals are the street kids themselves. These youth are regulars; they live off these streets. The regulars know immediately when a new face is in town, sometimes a runaway. If the streetworker is trusted as someone who will help without making a lot of demands then he will be told about the runaway. In turn, the runaway will be told about the streetworker. Experienced streetworkers claim that six months may be required to build this kind of relationship. In the meantime much can be done by the streetworker to be effective. The following Bridge program techniques are useful:

- Remain visible by spending time on the streets and in the local hang-outs such as the bus terminal. (Agreements should be worked out with facility management before this is attempted.) However, do not draw unnecessary attention to yourself. Blend in with the culture and the ways of the area.
- Remain accessible by letting youth know your "beat" or hang-outs. You are not an undercover agent. Consider ways for youth to get in touch with you in emergencies, even when you are off-duty.
- Initiate contacts with youth by approaching them openly and honestly. Tell them who you are and what you are there for.
- Consider using some of the regular street people as a way of introduction when approaching someone new to the area who may be a runaway.
- Allow the runaway time to converse with the regulars to confirm your story.
- Do not assume that street youth need assistance, when considering ways to build trust with the regulars. Many are self-sufficient and do not want any other way of life. Instead, mention services that can be used without requiring an immediate change in lifestyle.
- Keep confidential, if possible, any information a youth entrusts to you.
- Do not expect something for nothing. Every time a youth helps you, perhaps tells you about a runaway, do something for that youth.

- Build your own information network among other individuals who work or live in the area (e.g., vendors, police, terminal security, prostitutes, bartenders, and others).
- Deliver as soon as possible when a youth agrees to seek assistance. For instance, if a youth requests medical help, arrange an appointment immediately.
- Follow up when a referral is made by contacting the youth and the service provider. Be sure to listen to the youth's opinions, feelings, etc. about the service; however, also get the providers' opinions as the two often clash.

The streetworker has the following responsibilities:

- **outreach:** to make as many new contacts as possible with youth and to maintain relationships with regulars;
- **assessment:** to assess the needs of individual youth and refer to appropriate services;
- **crisis intervention:** to be prepared to intervene in a crisis, such as an attempted suicide of a runaway, and call for needed support;
- **administration:** to follow up on youth assisted, to keep statistics as required, and to attend weekly staff and group meetings; and,
- **public relations:** to serve as a liaison between the street population and established agencies, and to be a youth advocate.

Suggested qualifications include: (1) knowledge of the streets and street culture, (2) at least two years' experience working with adolescents involved in the drug culture, (3) commitment enough to endure long and odd hours on the streets in all kinds of weather, and (4) tremendous motivation and self-discipline, enough to work long hours unsupervised.

Qualifications are not enough for this job. The Bridge conducts a four week formal training period for every new streetworker. Training consists of:

- **An orientation** during which time the new streetworker is introduced to all of The Bridge's services, and specifically, the outreach component. This is on-the-job orientation in which the streetworker is introduced to his area by his predecessor.
- **Several training sessions** in such topics as birth control, venereal disease, drug and alcohol abuse, sexual assault, adolescent behavior, basic counseling skills, and crisis intervention skills. Some of this training occurs after the streetworker has taken on full responsibilities. Bridge staff conducts almost all of this training, with outside resources such as public health used when feasible.

The streetwork coordinator provides on-going staff development through regular observation of each streetworker on duty and through feedback. Ideas for staff development are also collected from self-evaluations by each streetworker which are gone over jointly with the coordinator.

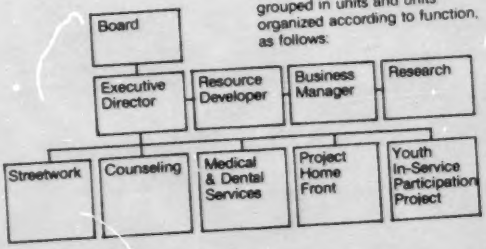
The Streetwork coordinator's responsibilities are:

- **Supervision:** evaluating, monitoring, and taking part in activities on the streets. The coordinator spends roughly one-half to three-fourths of her time on the streets with the team.
- **Personnel:** coordinating team schedules, coordinating training activities for streetwork, providing case consultation as requested by streetworkers.
- **Administration:** weekly monitoring of streetwork statistics, monthly compilation of team statistics, and acting as a liaison between the team and other community resources.
- **Public Relations:** acting as a liaison between the streetwork team and other community resources to which youth are referred by the team.

Streetworkers and the coordinator complete equal shifts, five days a week. All work from roughly 2 p.m. to 11 p.m. four nights a week, with each getting off at 8 p.m. one night a week. Weekends are free. This time off is necessary to prevent burn-out and over-exposure to the streets.

Organization

The Bridge, Inc. is clearly and efficiently organized, the result of many years of operation under intensive scrutiny by funding sources and the general public. The organizational structure is clearly defined with services grouped in units and units organized according to function, as follows:



Each unit supervisor reports directly to the executive director, making for clear lines of authority and communication.

The strengths of the organization of the outreach component are that (1) streetworkers are in daily contact working with their supervisor and (2) streetworkers are encouraged, through daily meetings, to work as a coordinated team.

Inherent disadvantages, such as lack of communication between staff within each service unit, are addressed by weekly meetings with all staff to share information and work out grievances.

Another aspect of The Bridge's organization is clearly written goals. Overall program goals are broken down into service unit goals that are elaborated on by more specific goals. This contributes towards an understanding by all staff of the purposes and goals of their own unit, of the entire organization, and how their unit contributes towards the organization's goals.

Management and Staff

Clearly defined organizational structure and documented goals contribute greatly to the effective management of The Bridge, and specifically, the outreach component. The streetwork coordinator clearly has the authority to manage her unit. Additionally, defined goals make it easier for the coordinator to direct staff and measure appropriateness and value of their efforts. Given the goal of making new contacts with street youth, it is a simple matter for the coordinator to note the number of new contacts each streetworker makes and the number of follow-ups conducted. The information can be used to measure progress towards the goal and also effectiveness of each worker's efforts.

The streetwork coordinator employes several management tools to ensure that job responsibilities are being filled correctly. These are:

- job descriptions, including job title, hours, salary, responsibilities, qualifications required, and supervision conducted;
- Streetworker Case Description Sheet;
- Streetworker In-Depth Contact Log; and,
- The Bridge, Inc. Follow-up Sheet.

This monitoring of workers' efforts must be supplemented by on-site observation of each worker. The coordinator's style allows this observation without disturbance. Many times, the coordinator is asked to work together with the worker in assisting a youth. Observation is the foundation for the feedback the coordinator gives informally and formally during evaluation sessions with the worker.

Evaluation sessions are held regularly to help the worker analyze his own efforts and identify strengths and weaknesses. The worker is asked to complete a self-evaluation that is supplemented by the coordinator's monitoring and observations.

The budget for the outreach component, which totals $90,068, is monitored by centralized accounting procedures. All bookkeeping is centralized also, leaving workers and the coordinator with much needed time to work with the youth.

Effectiveness

During the years for which statistics are available, January 1974 through June 1979, Bridge streetworkers contacted 18,774 individuals in the bus terminal area.

It is estimated that 20 percent or 3,762 of the total number of youths contacted were between the ages of 10 and 17. The exact number of these who were runaways is not known but streetwork personnel believe that a majority were either current runaways or runaways at one time. Many of those contacted have been away from home a long time and are unlikely to return home permanently. Most of these runaways are adept at avoiding any individual or organization that would require them to return home. The Bridge appears to be the most appropriate model for assisting this type of "runaway."

(For more information, contact Streetwork Coordinator, Bridge, Inc., 23 Beacon Street, Boston, Massachusetts 02108, Telephone: 617/523-6649.)

Summary

A program for runaways in and around transportation centers demands awareness, organization, resources, and innovation. The programs outlined above are making significant contributions to assisting runaways. The fact that they exist and are effective proves to all of us that much can be done. At the same time, these programs address a problem which demands more attention and resources. The following brief directory of organizations and programs directly concerned with runaways in and around transportation centers indicates the small amount of attention presently given to this problem. The organizations and programs, however, are valuable sources of information for any individual or organization desiring to do something about the problem.

National Organizations

Youth Development Bureau
Department of Health & Human Services
Administration of Children, Youth & Families
400 6th Street S.W.
Washington, DC 20201
202/245-2859

Office of Juvenile Justice & Delinquency Prevention
Law Enforcement Assistance Administration
Department of Justice
633 Indiana Avenue N.W.
Washington, DC 20531
202/724-7772

National Criminal Justice Reference Service
P.O. Box 6000
Rockville, MD 20850
202/862-2900

National Network for Runaway Youth Services
1705 DeSales Street N.W.
Suite 801
Washington, DC 20036
202/466-4212

National Runaway Switchboard
2210 North Halsted
Chicago, IL 60614
Toll Free: (800) 621-4000
For Information: (312) 929-5854

Travelers Aid Association of America
701 Lee Street
Des Plaines, IL 60016
312/298-9390

National Youth Worker Alliance
1346 Connecticut Avenue, N.W.
Suite 502
Washington, D.C. 20036
202/785-0764

State, Local, and Private Organizations

The Bridge, Inc.
3151 Redwood Avenue
San Diego, CA 92104
714/280-6150

Arthur D. Little, Inc.
Youth and Family Unit
1735 Eye Street N.W.
Suite 513
Washington, DC 20006
202/223-4400

Huckleberry House
1430 Masonic Avenue
San Francisco, CA 94117
415/431-4376

Covenant House
"Under 21"
260 West 45th Street
New York, NY 10036
212/354-4323

Project Contact
315 East 10th Street
New York, NY 10009
212/533-3570

Children of the Night
315 Reeves Drive
Beverly Hills, CA 90212
213/657-1738

Focus Youth Services
1916 Goldring
Las Vegas, NV 89106
702/384-2914